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PREPARING COUNSELORS FOR VOCATIONAL GUIDANCE

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Proceedings of the National Seminar
on Vocational Guidance

August 20-25, 1967

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University of Missouri, Columbia, Missouri

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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PROCEEDINGS

of the

NATIONAL SEMINAR ON VOCATIONAL GUIDANCE IN THE PREPARATION OF COUNSELORS

August 20-25, 1967

UNIVERSITY OF MISSOURI, COLUMBIA, MISSOURI

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Seminar Director, NORMAN C. GYSBERS
University of Missouri

2
Proceedings Editor, LEEMAN C. JOSLIN, Ed.
University of Alabama

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CONFERENCE SUMMARY

During the week of August 20 through 25, 1967, approximately seventy professional workers from the fields of counselor education, vocational education, labor, employment counseling, personnel management, school counseling and guidance supervision met together in Columbia, Missouri, to consider the vocational aspects of counselor education. This conference was the second in a series cosponsored by the American Vocational Association and the American Personnel and Guidance Association, and funded by the United States Office of Education through the Vocational Education Act. The first conference, held in Marquette, Michigan, in August of 1966, focused upon the vocational aspects of counseling and provided an opportunity for renewing and expanding the dialogue between vocational education and guidance and counseling.

These conferences and several related efforts in various settings provide evidence of certain developments and apparent needs. Though closely allied during earlier portions of this century, vocational education and guidance and counseling have drifted apart and each has experienced significant development independent from the other. It was in a spirit of meeting the need for greater communication and increased cooperation that the Columbia, Missouri, conference was convened.

The conferees met in a pleasant, informal setting, and from the first assembly it was apparent that a congenial and cooperative atmosphere prevailed. After a warm welcome by the conference director and University of Missouri officials, the group, in its first three general sessions heard scholarly papers given from the fields of economics, sociology, and psychology. Herbert Striner discussed the role of the counselor in a dynamic economy from an economist's point-of-view. He proceeded to define counseling in terms of relating people to work, and emphasized the importance of information, the decision-making processes, and the increased uses of computer techniques. In the second paper, Edward Gross presented evidence of the changing structure of work, and the concomitant changes required in an industrial society. In addition to attacking unemployment only through economic and/or worker training and retraining approaches, he suggests that further restructuring of work may be necessary in order to fit the job to the worker. In the third paper, Donald Hansen discussed the individual and his work from a psycho-social frame of reference and diagrammed a set of schema for analyzing the various orientations to work which an individual may develop.

In a general session following the presentations of the three papers, Edward Roeber reviewed and discussed the contents with the presenters in a panel before the group, and the seminar participants had an opportunity to comment upon the papers and question the panel members. Dr. Roeber then presented, from his point of view, the implications of the papers for counselor education.

With the first four general sessions as background, the seminar proceeded to focus its attention upon (1) programs and services needed to facilitate vocational development of youth and adults, (2) the preparation of personnel to staff these programs and provide these services, and (3) available and potential resources to enhance the vocational aspects of counseling and counselor education programs.

Merle Strong discussed the role of the United States Office of Education's Division of Vocational and Technical Education in strengthening the vocational aspects of programs, encouraged counselors to become better aware of the world of work and its complexities, and to strengthen their efforts to provide more adequate vocational guidance services for their students.

The executive directors of the two sponsoring professional organizations, Lowell Burkett of AVA and Willis Dugan of APGA, described their associations and the roles they play in reuniting the efforts of vocational education and personnel and guidance. Panel presentations and discussions of a wide variety of resources for vocational guidance were conducted by representatives from industry, labor, state departments of education, vocational rehabilitation, and the employment service.

The greatest personal involvement of Seminar participants was probably obtained in the small group discussions which were scheduled concurrently throughout the week. Each participant was assigned to one of five Task Groups, all of which were asked to direct their attentions to answering three questions. The questions related to services and personnel needs, preparation programs, and resources, and each group was provided three, one and one-half to two hour meetings to discuss each question. After the three meetings for each question, each group reported its discussions to the Seminar. Although the discussions in the five groups ranged widely, impressively large and varied lists of current practices, suggestions and innovations were developed. Probably even more valuable than the reports however, was the involvement of group members in meaningful interactions centering about the vocational aspects of counseling and counselor education. Confrontations between counselors and counselor educators, between labor representatives and vocational educators, and between personnel managers and guidance supervisors provided stimulating and sometimes intense discussions.

At the last general session, Kenneth Hoyt summarized his personal and professional reactions to the Seminar. His cogent remarks helped participants again focus their thoughts on the overall meaning and purpose of the Seminar, and provided a clear challenge to these representatives of the various professional fields to re-examine their practices and programs and to attempt to provide more adequate means for enhancing the vocational aspects of their work.

Although this summary has attempted to quickly recapitulate the week's events, the meanings and significance to each of the participants remains a matter for conjecture. Many of the comments made by participants at the end of the Seminar, and in the weeks following, lead this writer to believe that another important step was taken in the re-establishment of communication and cooperation between vocational education and counseling and guidance.

Leeman C. Joslin

First General Session

Address:

COUNSELING: A NEW PROCESS IN A DYNAMIC ECONOMY

Herbert E. Striner, Director of Program Development,
The W. E. Upjohn Institute for Employment Research

A topic which seeks to establish the relationship of economics to counseling is a broad one indeed. It is one which, I am afraid, could no more be dealt with adequately in one paper than could be written about with complete insight by a single author, representing but one discipline. Thus, in this effort, I will seek to clarify my thoughts on two facets only: (a) where skill needs and manpower policies will impinge on the counselor, and (b) the ways in which adequate counseling can have a desirable impact on supplying our economy with more individuals who, with counseling help, have chosen a more, rather than less, efficient channel for their talents and ambitions.

But this perspective, which is essentially an economic one, would be an unfortunately limited one if it did not relate its focus to an even larger one. What happens in the economic world is dependent, of course, on factors of supply and demand. But, supply and demand are like the frame of a bicycle, moved in turn by wheels. Personal motivation, political decision, autonomous forces in the marketplace itself, all affect the speed and direction in which the frame and the rider are propelled.

During the last several years, new social and political forces have set wheels in motion which, if I may push this analogy a bit further, have transformed a bicycle into a two-ton truck. A philosophical commitment to at least begin to attack poverty, racial discrimination and urban blight, physical as well as social, can only become effective if it means jobs, income and rebuilding, of people as well as facilities.

The so-called Great Society programs represent a second logical step which almost had to follow the first which was taken with the Employment Act of 1946. This Act set in motion a series of governmental commitments based upon a political philosophy of positivism regarding fiscal and monetary measures to ward off the threat of unemployment. It was the first formal declaration by the Federal Government which committed itself on another than ad hoc basis to doing whatever had to be done to prevent another depression.

In the last several years, however, the essentially curative approach of the Act of 1946, has been moved to the higher plane of the use of federal funds for the development of a social and economic structure which, by its very nature, minimizes the need for either cure or alleviation. For a nation of almost 200 million, with the remnants of an antiquated national budget system, an inherent streak of conservatism, and a fractionated political and educational system, such goals must seem unattainable, or at least unrealistic.

However, the apparent real world may be most unreal, and vice versa. There can be social and political mutations as well as biological ones, especially if one adjusts to the fact that in political and social history, a decade is but a moment in time. But, recall the magnitude of political and philosophical change which took place in this nation between 1929 and 1939. Recall the swiftness of change in personal and political feelings vis-a-vis Japan and Germany between the years 1945 and 1955! Over a span of 10 years, it may not only be impossible, but undersirable to remember the differences between the "good guys and the bad guys." I would suggest then, that not only are order of magnitude changes in our economy possible which can affect counseling, but, indeed, they are here—now. In less than a decade, much of what we do and say here today will probably be looked upon as conservative and circumspect, rather than as the flights into fancy which they may now seem.

To relate employment, government manpower policies and counseling, I would like to envision a fabric consisting of threads which come together from 3 sources. From each direction can be imparted strength and movement to the entire fabric. But each is capable of only just so much movement before it in turn is acted upon by the other two. Our employment history is a thread acting upon and acted upon by government manpower policies and by educators and, more specifically in the present context, by counselors.

During the last decade and a half, the dynamics of economic growth have shifted employment and skill needs away from the production of goods and in the direction of the production of services. During that period, an historical change took place in our nation's pattern of employment. When one looks at the non-agricultural labor force, it can be seen that by the beginning of the 1950's, more people earned incomes as producers of services than as producers of goods! The trend has continued unabated. Indeed, I contend that even more individuals would today be employed in the services sectors than are currently so employed if only an adequately trained supply existed. The tragedy of today's unemployment is that historical and institutional forces, rather than economic ones, prevent the unemployed and underemployed from entering into the ranks of well-paid occupations.

Even geography now enters as a culprit or an obstacle in our efforts to match people with jobs. Jobs are becoming available more rapidly in those parts of our metropolitan areas where it is most difficult for the less well-trained residents of core areas to obtain transportation to such areas of job opportunity. Employment in suburban rings of major cities has risen 250 percent faster than for the total metropolitan area of which these rings and central cities are parts. And during the same period of 1959-1965, the suburban population only expanded 50 percent as much as total metropolitan population. Job opportunities in central cities have increased slightly overall, but in many major central cities, opportunities have declined.

> Employment in wholesale trade, which is heavily dependent on trucking, grew almost 6 times faster in the suburban rings than in their metropolitan areas. Jobs in manufacturing, which in recent decades has tended to become more market-oriented

and, therefore, also locates with ease of transportation in mind, have increased nearly four times as fast in the rings. In some metropolitan areas, where obsolescent street patterns hamper the movement of traffic, the shifts have been spectacular. In metropolitan Boston, for example, manufacturing employment dropped 24 percent between 1959 and 1965, but only 2 percent in its suburban ring. In the New York area, manufacturing jobs rose 1 percent, as against 15 percent in the ring alone, implying a rather sharp drop for the central city. Wholesale jobs soared in suburbs, but in most central cities they rose little or contracted.

Employment in retail trade, and in finance, insurance, and real estate has generally grown much faster than employment in manufacturing. Here, too, suburban growth has by far exceeded growth in the metropolitan area as a whole—39 percent vs 15 percent in retailing, and 55 percent vs 14 percent in finance, insurance, and real estate.[1]

As far as shortages are concerned, they exist in almost any skill area one would choose to single out. Vacancies exist in large numbers for many skill areas including secretarial, clerical, automotive mechanic, medical support, office machine maintenance, distributive trades, photo-offset, dental technician and nursing. In addition, there is the whole spectrum of public services starting with police and going through the subprofessional positions we are now beginning to see in evidence in our schools. And, I have not even mentioned the so-called craft skills, only a few of which are really still heavily restricted in their entry criteria based on race or family relationship.

The jobs then are there! Obviously there are obstacles, since we have the unemployed and underemployed still with us. The national rate of unemployment is approximately 4 percent, but this is relatively meaningless if we are interested in our youth, and most specifically with the youth in our cities. Unemployment rates for all youth are double the national rate, and the nonwhite youth rate is double again. In some census tracts, nonwhite youth unemployment approaches 30 percent. This was the rate of unemployment which so shocked us as a nation into the dramatic social and economic legislation of the Great Depression of the 1930's.

Starting a few years ago, it shocked us into the development of manpower policies whose scope exceeds those of the Depression. Unfortunately, policies are not programs. The policies implicit in Headstart, VISTA, the Manpower Development and Training Act, the Vocational Education Act of 1963, etc., have lacked the nourishment of dollars to make them really meaningful. Recent riots among the poor in many of our cities, attests to the futility of such legislative sham.

When the Under Secretary of the Department of Health, Education, and Welfare, Wilbur J. Cohen, referred in his testimony before the Joint Economic Committee on February 8th of this year, to the increased level of expenditures for programs in health, education, and welfare, he indicated with pride that ". . . the share of GNP devoted to these areas has risen from 11.5 percent in Fiscal Year 1962 to 12.3 percent in Fiscal Year 1966.[2] Unhappily, a less than 1 percentage point increase in a four-year period is hardly anything to write home about. Even less enviable is the picture which emerges when contrasted with the fact that many of the nations in Western Europe allocate almost double this percentage of GNP for their human resources programs.

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[1] **Weekly Desk Sheet of Business Trends**, Vol. 35, No. 21, National Industrial Conference Board, New York, May 29, 1967, p. 86.

Though I am obviously somewhat less than content with this degree of dedication of our nation's resources to alleviating the problems of a sub-marginal existence still afflicting about 35 million of our fellow citizens, I applaud an awareness which has desirable implications for counselors. Every one of our new Great Society programs has pointed out how significant the counseling function is to all of those whose potential is not being utilized. This is so whether it is the young, bitter 16-year old Negro boy, or the weary, beaten 50-year old white, cast aside by a factory which has been moved to a new location. The face-to-face relationship of the counseling process is indispensable for reinvolvement, rejuvenation and rehabilitation.

But, this very indispensability of the face-to-face relationship immediately chills the bones of the economist. The simple arithmetic is almost paralyzing. How many are you; how many counselors can we produce in how long a period, and how adequate is this supply for the millions who need counseling? The simple arithmetic seems to frustrate even the most optimistic among us who dream of adequate counseling services for those legions of people, young and old, who we know must have such help if they are to achieve their full potential. An economy which calls for more career flexibility and which produces more and more jobs of an increasingly high skill component; a government which moves, falteringly but constantly, in the direction of bringing the forgotten poor, the hostile minorities, the poorly equipped into the middle-class society; and the increased pressure of the urban environment to change educational and life styles in tempo with the changes in spatial relationships, all indicate a greater and greater need for counseling, in and out of school environments. I say in and out of school environments because of my firm conviction that in the next 5 years, we will begin to see the beginnings of a real life-cycle educational program. Clumsy efforts, now a part of the adult re-training program designed to alleviate the plight of the unemployed, will finally be seen in a more rational manner. Public funding of educational programs which provide the means of returning to a training situation regardless of employment status or age, will recognize the simplest of economic facts. A higher level skill results in a higher rate of pay which, earned over a lifetime, yields an income tax return that more than repays the training investment. This training will take place in institutional as well as in actual work sites. The counseling component will have to become a major part of this effort.

The most significant thing about the CAUSE project, which sought to alleviate the critical counselor shortage, was that it had to happen! It was a first primitive step in a new direction. Other steps which represent departures from the usual will have to follow if the profession is to keep pace with the changes in demands for its services.

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[2] Hon. Wilbur J. Cohen, Under Secretary of Health, Education, and Welfare. Testimony before the Joint Economic Committee, February 8, 1967, p. 2 (Processed).

These steps should reflect several facts of life:

A. The face-to-face relationship of counseling should be but one part of a **counseling process**, and a lesser one perhaps.

B. This process must look increasingly to the use of computer-oriented techniques.

C. A counseling process must also be related increasingly to other parts of a system dealing with labor market and skill needs.

D. New techniques for supportive conditioning of the counselee must be developed in order to lessen the amount of time needed for counseling in a one-to-one social environment.

As I have already stated, the simple supply-demand arithmetic precludes being able to meet the new counseling demands of our many social, economic, and educational programs by use of the current techniques. A new combination of resources must be developed which in a **process** form can become the new counseling technique. The programming of computers for counseling purposes will become a key factor in this process, in both vocational and psychotherapeutic counseling. Much pioneering along this line is going on now in a number of universities and research organizations.

Professor David Tiedeman and the research group with which he is working in the Graduate School of Education at Harvard, are moving ahead in the development of computer use which enables an individual to provide self-help counseling for vocational career development. Building on the work done by Donald Super, models using computers can build into the counseling process the application of self-concept and personal initiative as a heuristic perception device. As computers are being moved way from simple tautological transformations toward heuristic solution abilities or cognitive process uses, the decision-aiding propensities of the computer open vast fields for exploring self- analysis and self-help potentials for the client. One of the more exciting possibilities would see the computer as an aid in "gaming" situations in which the counselee plays a number of roles, each one of which provides a better insight into personal interests as well as abilities.

An additional application would be a computer with audio and visual linkages which provide a counselee with individually controlled access to objects and situations. As visual images stimulate interests, the counselee could select further exposure in depth for any number of items of specific interest. Given the huge storage potential of the computer, a tremendous variety of interests could be explored with a resulting profile of counselee interests, on the basis of which face-to-face counseling could proceed. Such a process could also be of value in checking out the validity of tests also seeking to determine the interests or potential skill-pattern of the counselee.

Just think of the value of such spadework which can bring a far more open-minded, intellectually curious client to the counselor in his face-to-face relationship! New developments in clear language printouts of psychometric data, which can be used directly by the client, remove the last vestiges of the mystical for the client who has always had to "speak" with the computer through an "interpreter."

In addition, and as a part of the programmed facet of counseling just referred to, new closer relationships must be forged with such groups as the U. S. Employment Service and the Bureau of Labor Statistics. One of the most useful and least used vocational counseling tools is the **Dictionary of Occupational Titles.** The USES and the Office of Education have recently completed a joint study which relates groups of vocational education courses to appropriate D.O.T. job clusters. The utilization of this product should, of course, become a key part of any counseling practicum. Beyond that, there has as yet been no move to utilize this product in the development of the basic educational curriculum so that there is a melding of fundamental and vocational education. Training for general living is a skill which must be complementary to training for a content skill. In our present system we attempt to rivet such components together. Instead, they must be seen as an alloy flowing together to yield an infinitely stronger product. In addition, given the new D.O.T., a communication net can be developed which automatically puts into a counselor's hands job and skill needs information in a form best calculated to make it easily and quickly transmittable. Perhaps new information centers, jointly operated by local ES and education agencies, using monthly workshop or seminar techniques, would be a likely approach. Such centers could easily be funded under Section 5a4 of the Vocational Training Act of 1963. There are other approaches which, no doubt, can be tailored best to local needs. The emphasis, however, must be on guaranteed transmission of information, usually in other than a written form, which would stimulate counselor use of current, relevant information. This transmission system would deal with a broad spectrum of information, from new testing techniques to new local skill needs and contemplated job openings.

Finally, the counselor must develop a process which uses other resources, which could develop a client attitude providing the basis for a more fruitful face-to-face counseling session. This need exists most critically in the case of technical or vocational counseling. To illustrate, I need only refer to the ways in which this is already done for college-bound youth. By the time college counseling takes place, the student has been exposed to visiting "salesmen" from a number of colleges, seen films on campus life, course content, and other facets of these institutions. Actual on-site, campus visits are urged and are commonplace. In essence then, the counselor uses the face-to-face conference as the occasion for building towards a final counselee self-appraisal **after** a good deal of information to base such a decision on has been provided from "helper" sources, i.e., the colleges. How different from the counselor attempting to work with a 16-year old in a vocational school, where no local businessmen have held out a realistic basis for "believing" in a training program, or where the youngster has had no on-site experience with many different types of skills to excite his curiosity. Too bad that just as a college representative can be available to clarify his institution's admission criteria, we do not also have business personnel managers available on a face-to-face basis to clarify his firm's employment and training policies as well as the job-ladder potential of his organization.

I cannot too strongly stress the importance of the role of the counselor in affecting this new type of involvement. It marks the evolving nature of what I would see as the expanding **social function** of the counselor. More of this in a moment.

Two additional contributions which the counselor can make to our future manpower programs moves him into a rather unique role. The first has to do with the counselor affecting curriculum and the second has to do with a new direct linkage with one of the disadvantaged groups for which we have as yet done little counseling. I refer to the "disadvantaged" employer.

Taking the field of curriculum design first, some fascinating research being done by Dr. Sidney A. Fine of the Upjohn Institute staff, has begun to acquaint us with the fact that getting and holding a job calls for skills which are above and beyond the substantive or content skills one immediately thinks of in technical or vocational training. To be trained as a laboratory technician, or any other occupation, obviously calls for "content" training. But the ability to get and hold a job calls for a whole host of skills which provide the employee with the ability to adapt to social, personal, and organizational situations on the job. Manner, appearance, speech, sense of timing, perception of hierarchal structures, informal lines of authority, are all critical. But especially so in an economy which is based less and less on the individual, self-operated business and more on larger corporate types of enterprises.

"Getting along" has more than a social significance—it increasingly has an economic and survival implication. The counselor must be viewed as the most likely point of entry in our educational system for moving this concept into a curriculum context. The counselor is also the obvious point of contact for communicating the importance of this type of skill to the student. If the counselor can begin to develop an awareness of the importance of this type of training to both the curriculum planning people and the students, he will have made a most significant contribution to our economy. Employment and employability are not only different words, they are different concepts. Skill training by itself is a necessary condition but not a sufficient condition for many jobs. Training in adaptiveness, as I have alluded to it, is also necessary. Our educational systems do not, in any organized, meaningful way reflect the provision of this key element in the training situation. But, obviously, they are the most logical foci for such an effort. It does mean, however, that a new construct or model which cuts across fundamental education and vocational education lines must be developed.

Now let me turn to the second unique contribution the counselor can make to our economy. Increasingly, a major social objective is the employment of youth whose backgrounds and training act as deterrents to employment. This is a nice way of saying that many employers have a stereotype of the Negro, Puerto Rican, Indian, or Spanish-speaking American which tells him that such an individual is an undesirable employee. Even after adequate training of such youth, this stereotype remains with many employers. Such an employer is as disadvantaged as anyone else whose mental set does not recognize reality and whose actions and attitudes do not reflect rational thought processes. He badly needs counseling! This is a market largely untended, and yet it is critical if we are to succeed in placing those whose progress as students we so carefully nurture. To focus entirely on the student is a grave error. We must begin to design effective techniques which bring key employers within the purview of the counselor.

This may be more easily said than done, although I can think of approaches which suggest themselves. I am certain that you, as professional counselors, can come up with many more effective means. But permit me to pursue this a bit. We are now in the midst of a number of efforts, some sincere, some not so sincere, where members of the local power structure have become involved in our communities efforts to "do right" by the so-called "disadvantaged." I have sat in on many meetings of such groups. Without fail, I have always been impressed with the obvious sincerity with which these employment conferences usually start. But, after a short while, the "disadvantaged" type of employer frequently reveals his bias and raises the problem of dealing with the minority stereotype he so fondly clings to. At such moments, I would like to be able to work with such an individual by bringing him into personal contact with students from his "stereotype group" who I feel can "make it" in his firm. I would seek to place such students with this sort of employer. In the event that such a successful placement can be achieved, follow-up counseling should be envisioned as a "must." This should be expected since there is a high probability that it will be necessary to smooth out difficult situations. In addition, the follow-up counseling with both the employee and employer is necessary in order to build a much deeper awareness of the validity and integrity of many of the others' values and needs. One of the objectives would be a mutuality of understanding and acceptance of each other based upon knowledge and respect. But there would also have to be a complementary awareness of the employer-employee relationship and sharing of responsibilities. A beginning in this direction has been made in the use of "coaches" in the Jobs Now project in Chicago.[3]

An additional mechanism for gaining entry into the domain of the disadvantaged employer, and I would parenthetically add "union" leader, would be through the Business Advisory Councils which have been established in most vocational education programs. These Councils contain an ample share of the "disadvantaged." We have not mined their usefulness to the fullest and the counselling function I have just described could be done with great advantage with this group.

This, again, places counseling in the role of "bridging," a function which in this increasingly complex world emerges as one of special significance and importance. I would suggest, then, that the counselor must become an orchestrator of a musical score, combining and using technology and personnel from outside of what he used to see as his family circle. The counselor is increasingly a part of a system. He must, at once, use and be a part of this system if he is to succeed in his mission. This all imples a new type of counselor, a new type of training—and, I suppose, some retraining. Above all, there must emerge a clear perception of the role of the counselor as the **only** individual who is in a position to draw together and synthesize the many strands of information on the basis of which the client can arrive at a solution which the client feels gives him the best chance for success—whatever his goal.

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[3] Subprofessionals are being used in order to provide on-the-job help in molding a constructive employee-employer relationship of the sort I have been describing. It would be well to analyze this effort as it develops over time.

As an economist who has labored in the field of manpower problems, the role of the counselor, as I see it emerging, is critical to the success of our many new education and employment programs. The counselor is a bridge without which many individuals will not be able to cross over into effective working lives and roles. The image I have sketched of the new counselor will call for new responsibilities. But given the tremendous and growing impetus for social change in our nation, I do believe that you are about to be surrounded by new friends and allies.

In retrospect, I suppose that what I have described in this paper is a move away from counseling solely as a personal function to counseling as a sociopersonal function. The counselor may become one of many who, in face-to-face relationships with clients, provides the kind of personal help which has always been regarded as the hallmark of the profession. Changes in our social and economic fabric would seem to dictate that in the field of counseling, as in most other fields, roles and responsibilities must shift in order to serve these changes.

Second General Session

Address:

WORK AND SOCIETY: SOCIAL STRUCTURE AND MANPOWER IN THE UNITED STATES

Edward Gross, Professor of Sociology
University of Washington

The Employment Act of 1946 symbolized a major shift in social attitudes. Without giving any promise to provide jobs, it stated the government's responsibility for a high level of employment. To do so requires a manpower policy. We cannot have as much as we want of everything and the law of supply and demand for labor is too slow. Therefore we must deliberately encourage some choices and discourage others.

Here is where counselors play an increasingly important role. The government is their newest client. Insofar as the shape of the occupational structure comes under deliberate control, the counselor's skills become critical. His professional values, including that of the free choice of the individual in the light of best knowledge of capabilities and opportunities, provide a balance to the understandingly impetuous efforts of government to sort and sift and find jobs. It is the counselor's occupation which helps others find theirs. Truly it is the occupation of occupations.

I wish to address myself to the social structure as a set of variables affecting the shape of manpower needs in the U.S. We need to understand certain basic changes taking place, or else we will plan in vain, producing surpluses and scarcities, with consequent hardship to the individual as well as society.

To illustrate what I mean by social structure in relation to manpower, take, for example, the standard practice of estimating occupational needs by comparing numbers of practitioners to population. A favorite, because of his importance, is the physician, and it is easy to show that ratios are declining, or that per capita service is low in comparison to other countries. Or estimates may be made of "needs" through surveys of illness, probable effects of medicare and the like, and the ability of existing physicians to handle the needs is usually shown to be low. Confronted then with the classically insoluble problem of rapidly increasing the supply of professional labor in the short run, persons turn to crash programs to train physicians rapidly and to attacks on the supposed conservatism and craft-union restrictionism of the American Medical Association.

There seems little question that it is necessary to increase the supply of physicians, and rapidly. But estimates of the **numbers required** are likely to be wide of the mark unless account is taken of the fact that the social organization of medical practice is changing. Physicians are simply not being used in the same way as they used to be. The "physicians per population" ratios are the equivalent, at the aggregative statistics level, of the celebrated "physician-patient relationship." But what is clear is that the relationship is changing, to be replaced by the model of the health-care team. This new social structure includes nurse, physiotherapist, diagnostician, surgeon, laboratory technician, social worker, psychologist, inhalation therapist, prosthetic technician, electronic data processing specialist, and with the looming development of organ and mechanical transplants, engineer and mechanic. Reliable projections will have to look on these occupations as a group: shortages or surpluses in any one of them can be created not only by shifts in need but also by shifts in the way the health care team is organized. The shortage of doctors may be solved in much the same way as the U.S. solved its "servant problem": we create a new way of organizing the activity which makes us less dependent on the occupation. Evidence from studies of who shows up at emergency admission offices in hospitals between the hours of 5 in the afternoon and 8 in the morning indicates that a growing proportion is made up simply of persons seeking a doctor for conditions which are not acute or of an emergency character. Perhaps then we need not lament the decline of the general practitioner, and seek means to increase his number, but ask how the hospital can do better what it is beginning to do: serve as the center for general practice.

Or take the case of the relationship between the Federal government and universities. It is perfectly consistent with the national policy on the development of manpower to urge universities to take steps to increase the number of scientists and professionals. But such an interest may directly conflict with the local interests of state and/or private universities who will see little justification in spending any large amount of endowed funds or of local state funds to produce scientists and other professionals who will go elsewhere.

The high expense of such training will make such an argument difficult to resist. It will surely become necessary, as it is already, for the Federal government, as representative of all of the nation, to directly subsidize such training and this will inevitably involve the government in selection among universities since not all will be equally capable. One result may be the elaboration of stratification among universities so that we have a relatively small group of national universities and a relatively large group of local universities. Some universities, of course, will function as both, and we may expect cleavages within them along those lines.

It would be easy to multiply examples showing the relevance of structural variables to manpower policy. It will be more useful if I set down what I feel to be the key elements in American social structure which have a direct bearing on that policy, especially as counselors may play a role in implementing and controlling it.

The Organized Character of American Society

Most American manpower analysts refer to foreign unemployment experience with envy. They report the impressive record of low unemployment of countries like Sweden, West Germany, Great Britain, Japan, as well as many others. They note that these countries have programs which enable them to attain these goals more easily than we do in the United States. For example, Miernyk[1] describes the Royal Labor Market Board in Sweden and its authority to deal with seasonal and cyclical unemployment. The Board has standby appropriations to be used when necessary to counteract cyclical unemployment. Such appropriations may be used to subsidize unemployment insurance associations, to make loans and grants to local government for short-term public works, or to step up the placement of government orders for goods and services with private industry. Often referred to are the Swedish tax laws which enable firms to set aside a portion of profits in periods of low unemployment which may then be released for use when unemployment rises. Other countries have federalized employment services which are enabled to have a much more coordinated labor-employment policy. After such programs have been described, some authors go on to point out that while these ideas are suggestive, they are of course not applicable to the United States because of the tradition of self-help, individualism, and the strength of state and other local interests.

But while we must of course grant that the U.S. is not as homogeneous as these foreign countries and in addition is not as centralized in its organization, it does not follow that we must therefore go to the other extreme. By that I refer to the tendency of persons to assume that, because we do not have a single centralized organization, that therefore the U.S. can be described in terms of a large mass of atomized individuals who must be dealt with from on high as individuals. For example, Lester[2] discusses the job information service of the U.S. employment Service as being, possibly, the principal activity of the Employment Service. Without denying the importance of information in any manpower policy, what is disturbing is the way in which Lester sees this information as getting to the people who need it. He sees it as a matter of gathering large amounts of information which is then transmitted by "intelligent action," to individuals. Although dubious of the value of pamphlets, and publications of statistics, the only alternative he sees is for individual counselors to discuss these items of information with those who might profit by them. He goes on to discuss the possibilities of the use of advertising. Although Lester himself points out that such information will not be fully effective unless "the potential users have confidence in its reliability,"[3] there would seem to be little reason why anybody **would** have confidence in the information when it is provided in the way he suggests, and as a matter of fact the way it usually **is** provided, that is, **directly to** private individuals.

For if there is one thing that is clear about the likelihood of acceptance of information, it is that its acceptance does not somehow flow from its inner character. For information to be accepted it must carry the ring of authenticity and a major source of authenticity is the groups and organizations that the person is a member of, which serve as his source of reference, and on whom he depends. One obvious example is the agent or contractor in the harvest labor market of California[4] and other states that make use of large numbers of migratory laborers. Because of language barriers and cultural differences, these groups come to be dependent upon such contractors, and whatever the abuses in the system, there seems no doubt that the laborers take the word of their contractor or agent as to where jobs are available. They do not, to any great extent, look in the newspapers or attempt to secure independent counseling as individuals. Nor would such methods be meaningful even if they could read the newspaper or qualify for the job. One of the most efficient ways of getting information to people is to do it in terms of their existing memberships, to get to them as Negroes or as Puerto Ricans, and to get to them through their recognized leadership.

A study of the ways in which innovations in medical practice were spread is revealing in this connection. The investigators[5] were interested in the patterns of adoption of a new drug, called "gammanym," by the 216 physicians practicing in four midwestern communities of medium size. Advertising in medical journals and the house organs of pharmaceutical firms, as well as the visits of detail men from those firms, were found to be practically universally used as **sources** of information. They first read about or heard about gammanym from those and other sources, to be sure. But differential exposure or use of those sources did not differentiate the adopters from the non-adopters (exposure was close to a constant). Whether they adopted the drug for prescription to patients depended on their position in the professional social culture. Physicians were found to fall into one of three categories:

a) **pro's,** who read the journals in their own specialties, took refresher courses, maintained professional contracts with professors at nearby medical schools, had staff appointments at hospitals, and the like.

b) **sociables,** whose friends were other physicians, but who saw them only as friends; e.g., they met at cocktail parties, played bridge together, or their wives were leaders in programs of community improvement.

c) **isolates,** who participated in neither of the above networks, but who either had no friends, or whose friends were not limited to other physicians.

When they compared these three groups, they found that adoption followed that order. Further, although 85% had adopted the drug for routine use after 16 months, fully 10 months intervened between the average for pro's and isolates.

The point here is that information about the drug was not related to adoption. Rather who **legitimated** its use was crucial. Pro's had each other, in whom they had faith. When a pro got positive information on the drug from a fellow pro, that give it the stamp of authenticity and he adopted the drug right away. Friendship was slower, for the obvious reason that friends are less reliable authenticators. A friend may be a great man at mixing a martini, but that hardly makes him a reliable professional reference. But it starts the process. A friend's reference may make you check out what he claims. So you turn to the journals, or call up someone you do have faith in. Finally, isolates have no one to suggest or legitimate for them. So they simply do not adopt until even they hear good reports on it from other physicians, or, the researchers report, even from their own patients who ask for the drug.

So, too, attempts to reach unemployed individuals through advertising in mass newspapers or indeed, to reach them one at a time by inviting them into the office will result in missing a large proportion of those needing jobs. They will accept the word of "one of their own," when they would regard the promises for the future of an employment counselor as of less value and of less dependability.

What is particularly upsetting is that when such manpower analysts do get around to discussing organizations and ethnic groups, they tend to see them as barriers. In a discussion of the need for flexibility, Lester writes, "General education and training help to increase occupational flexibility. Flexibility in the use of labor is reduced on the other hand by racial and sex discrimination and by social barriers to fluidity in the nation's labor force."[6] Such an attitude is common among those who see the career as a rational process of selecting among alternatives. As such, any time an emotional factor such as affection or attachment comes into the picture, it is dismissed as "irrational," or as getting in the way. Thus many speak of the barriers imposed by parental ignorance of occupational opportunities. Unfortunately, however, if you do away with parental ignorance through removing parental influence, you are also going to do away with parental help. If one insists upon seeing organizations and social structures as barriers rather than as possible helps, one is fighting the manpower battle with one hand tied behind one's back. Many, for example, see labor unions as standing in the way of desired changes. The labor union is felt to be a conservative force which has lost its idealogy. Yet, as Whyte[7] and others have pointed out, if union support can be secured, then the union can be instrumental in assisting making changes rapidly, particularly unpopular changes that workers would never accept from management. No more striking example of willingness to make change can be provided than the case of the automation of the coal-mining industry, causing a drop in employment from something over a half a million down to less than 200,000 at present time. And who was one of the leaders in this movement? Old John L. Lewis himself. He recognized that it was a choice between automating quickly in the face of competition from other fuels, or facing the disappearance of the industry altogether. He chose job security for a third of the workers rather than total job loss for an even larger number. Furthermore, it was Lewis who often had to push management into accepting the need for automating in a hurry.

Of course not all organizational forms and structures can be of assistance in the changing of occupational choice behavior. Some may be indeed barriers, but all of them must be taken into account. What are the major kinds?

Large-Scale Organization

If I were to try to state in one sentence what I believe to be the dominant characteristics of modern Western urban industrial society, I would say it is the following: Western society seeks to attain all of its larger goals through large-scale organization. Whether the goal is producing goods, healing the sick, protecting society from criminals, protecting society from foreign enemies or educating the young, and influencing occupational choice, the characteristic approach is to form an organization with goals and a structure. Although many have lamented the cost to the individual of life in organizations, there does not appear to be on the immediate horizon any alternative which is likely to be even half so successful as organizations have proven to be.

The predominance of large-scale organizations is clearly evident in the United States. Among private firms, in 1962, available data[8] show that we are a nation of small firms, for over three-quarters of firms employ 7 or fewer workers; firms employing 50 or more make up a scant 3.4 per cent. On the other hand, that three-quarters of small firms, when put together, account for only one-seventh of all employees, whereas the tiny group of large firms together account for close to 60 per cent of workers. In general, although the average firm is small, the average employee works for a large firm. Nor does this present the whole picture, for these data refer only to persons in private employment. The government, of course, is a large organization and the data reveal that in 1962 about one in seven of all the employed (some 9.2 million civilians) worked for the government in one capacity or another. Even the professions, which many persons think of as being practiced privately or in relatively small groups are not as exceptional as is often thought. The dominant situation for the professional is that of a salaried employee. The examples that come to mind are many. Accountants, airplane pilots, college presidents, dietitians, draftsmen, editors, engineers, scientists, social workers, and of course teachers as well as counselors are typically found working in formal organizations, and a high proportion in large organizations.

One result of the predominance of large organizations has been that the quest for security has come increasingly to mean associating oneself with a large organization which can offer tenure and protection against the vicissitudes of life, rather than attempting to equip oneself with skills which are equal to any emergency. In earlier days, persons who went to work for the government were often criticized as being too security minded. However, as organizations increased in size, this motive for a high proportion of workers cannot be dismissed. It is particularly important for workers at the lower end of the prestige hierarchy, many of whom feel that any type of enduring employment is superior to the chaotic work experience that most of them are forced to endure. Further, many firms have had a rise in hiring standards since the 1920's for a variety of reasons. Among them are the high risks and obligations for employers under collective agreement so that it is very difficult for them to fire anyone, a shift from hiring for the job to work-life hiring in which the individual is offered a career as an inducement to remain, the use of educational requirements as a proxy for measures of personal attributes, the ease of management and flexibility of a well-educated work crew and relatively high levels of unemployment which permitted the application of high standards. The net effect has been to produce a situation in which many employees are "locked in" to their organizational employment.

After pointing out the organizational attachment of workers, however, it would be a mistake to regard these as barriers to change rather than as possible opportunities. When workers are organized into large units as represented by the organization and, further, when the organizations are themselves parts of even larger organizations, those dealing directly with manpower can find their work made easier rather than more difficult for it is much easier to deal with a small number of organizations that with many hundreds of thousands of workers one at a time. The U.S. Employment Service, for example, can make sure that it has good contacts at high levels in organizations so that it will be notified of impending changes, particularly any prospective layoffs or important changes in the working force. It can develop liaison activities with personnel officers and other key officials in such organizations so that it may be possible to anticipate changes and to prepare adequately for them. On a broader level the Employment Service through its strategic position at both the federal and state level, is in a position to act as a link between federal and local activities of government in economic activities. Since the government has become a large-scale purchaser of services and can exercise important influences on the movement of workers through the way in which it distributes its contracts, possible declines in one area may be offset through sagacious planning, provided sufficient information is available from the heads of organizations. I think it would be particularly useful for Employment Service organizations at the local level to make use of advisory boards with representatives of industry and labor on them. This would provide further ties which would be useful.

On the other hand, one reason for workers being "locked in" is the fact that the benefits that hold them in an organization are not portable. One of the most valuable directions in which government policy might move is in that of encouraging the development of portable benefit schemes so that workers are not penalized or their ability to move limited by such fringe benefits. Another device that would help is the development of the concept of a period of service, much like one finds in the military. Here the principle would be that a person does not consider that the norm is that he should remain on the job until he is 65. It ought to be possible for a person to complete a period of service for a company after 20 years or possibly 30 years, and to receive some portion of a retirement benefit which he can re-invest while he seeks a second period of service with another organization.

Labor Markets

Some labor markets are important mechanisms for the transmission of information about jobs; in fact, they do this job very well indeed. On the other hand other labor markets do not. It is in the latter that the services of information-supplying that an employment service can supply would be particularly useful. Particularly effective as transmitters of job information are the bureaucratic, craftsmen's and professional labor markets. In large bureaucracies —governmental and private—vacancies are announced and persons may bid for them. Craftsmen's markets are local and information on available jobs is distributed by the labor unions. The professional labor market, though nation-wide, provides good communication on vacancies and opportunities. The professional journal provides a clearing house, for "looking after one's own" is a part of what it means to be a professional.

On the other hand, the industrial labor market, the market for common labor, and the market for domestic service and farm hands are all markets in which information is much more poorly dispersed. Caplow points out[9] that custom often acts to stabilize wage rates in some of these markets but still, they represent kinds of markets in which individuals might welcome the services of a public employment service. Private employment agencies usually regard efforts by public services to find new jobs for the presently employed as an invasion of their preserves. Actually, there is little overlap since private agencies are concerned mainly with clerical workers and household help. Even for those persons, they try to find them jobs, rather than giving them information on prevailing wages, standards, vacancy patterns and job requirements, not to speak of counseling and testing. If the USES moves in this direction (searching for a specialized role where it can be maximally effective) there are data on who utilizes the USES. An Upjohn study[10] of the job hunt reports that such factors as achievement motivation and values, and job-interview anxiety made important differences in job-finding behavior. None of the workers showing high achievement motivation and achievement values obtained new jobs through the state employment service, as compared to 1/6 of all others finding new jobs. It was workers with low motivation and high job-interview anxiety who were most likely to turn up at the employment service. In other words, some persons seem to require an institutional intermediary.

Local Community Structures

Social structures at the local community level, may also be important as devices for getting to people and enlisting their support as well as assisting them with services that are necessary in manpower development. Often these are ignored since it is assumed that the modern city is a mass of segmented persons among whom relationships are impersonal and superficial. Particularly since the focus of many manpower programs is on the poor and others who live in slums, the desire to change the life of these people often leads persons to fail to see the very real kinds of organizations that are there right now. Schemes of urban redevelopment are particularly likely to ignore such centers of organization and consequently to destroy them. One example is small business in the slum community. Such small business is characterized, as all small businesses, by a high mortality rate. But what is not realized is that it also has a high birth rate. In spite of the fact that the great mass of workers is employed in large organizations and that only about 15 per cent work for small organizations, that percentage has not changed much in over fifty years.[11] This suggests that, though large organizations have long predominated in the United States, at the same time small organizations have not vanished either. What all of this means is that when a tavern in a slum goes out of business, that does not mean the end of the tavern. Rather, someone else is likely to try his hand at it some months later. One study[12] of taverns in New York reported that the neighborhood tavern developed a regular clientele which persons visited at least once a day and sometimes several times a day. Some taverns were quiet; the juke box, the radio, or television would be off for long periods of time. Should a stranger try to play the juke box while the television was on and everyone was watching, the bartender or a patron would pull the plug on the juke box until the program ended and the set had been turned off. Some of these taverns were composed of persons who have common viewing tastes, preferring plays or mysteries to the variety shows and sports events that are commonly thought of as the only types of programs watched in taverns. In other taverns, television, juke box and radio were being played all at once. Some taverns offered competitive games such as darts, bumper pool, and miniature bowling. Some taverns were family taverns in which husbands, wives and children all appeared. Children were not served alcoholic beverages, although in German or Italian taverns a child might share an adult's glass of wine or taste a little beer. Children do homework, practice piano lessons, and play games in the taverns. Any adult may help the child with his homework, answer his questions, play with him, and supervise him. Persons showed preferences for certain taverns, passing others on the way to the one that they felt was their own. Strong inward loyalties developed and strangers were often just tolerated.

Other kinds of organizations of the local community include voluntary associations, the many fraternal organizations, consumer cooperatives, churches, labor unions, of course, and even stores. A study by Stone[13] of shoppers in the city of Chicago found that while a portion of the shoppers were "economic" in the sense that they chose their shop upon the basis of price, quality, and variety, another important category was composed of what he called "personalizing" shoppers. They rated stores in terms of the closeness between themselves and the personnel. One of them said, "I'd rather trade in my own store than in a public store. That's why I prefer local merchants. They're more personal. They get to know your name. They take more interest in you as a human being." Although the economic type made up 33 per cent of the sample, the personalizing type made up 28 per cent. This person, he found, was identified more with the local community. The shopping experience and the shop helped tie her in with the community, thus contributing to her identification with it.

Janowitz[14] found that the local community press was also important in symbolizing identification. He reports that a high proportion of persons did read the local community paper regularly, seeing it a way of learning what their neighbors were doing. They saw the paper as freer than the metropolitan daily and as standing for "progress" rather than private interests. Those who seek to introduce change in the community might well take such centers of identity into account. An obvious way of getting to persons in a way that appears to carry some authority, would be to make use of the local community paper, rather than the metropolitan daily as is so often done. Although advertising in general is not an effective way to get to people, apparently advertising in the local community paper is likely to be more successful for conveying information and for attracting persons into employment offices than advertising in the metropolitan daily.

Race and Ethnicity

Glazer and Moynihan[15] tell us:

> In 1660 William Kieft, the Dutch governor of New Netherland, remarked to the French Jesuit Isaac Jogues that there were eighteen languages spoken at or near Fort Amsterdam at the tip of Manhattan Island. There still are: not necessarily the same languages, but at least as many; nor has the number ever declined in the intervening three centuries.

Such a statement bears out the claim that race, creed, and color, far from disappearing in the United States, are as important as ever.

What seems to have been the case was that the original conception of a melting pot in the United States never did work. If one needs any evidence, the difficulty experienced by those who backed the Americanization movement of the 1920's may be pointed to. What was reported was the enormous resistance of local cultures and immigrants to being Americanized in a hurry.[16] While such Americanization has been more or less successful in spite of the reduction in immigration, it is not simply that these groups are persistent but that they have demonstrated amazing new resources and abilities to persist, as well as creative variations of behavior, while still retaining their distinctive identity. An important function of such groups in the job area is illustrated by the following quotation. It is a part of one of the case reports from Allison Davis' study[17] of long-term unemployed persons during the Depression of the 30's, but the general picture applies quite as well at the present time. Jim and Pearl Elno are the names given to two parents of seven children who were particularly hard hit by unemployment:

> Unable to secure work . . . [the family] had to flee to steadily smaller and poorer apartments, and the children were reduced to half-starvation rations, which kept them sorely undernourished and chronically ill. Unemployment and their hopelessly large family wore away the determination and the morale of the parents, especially Jim. They separated twice, and Jim deserted once but returned. He was arrested two or three times for panhandling while drunk . . . The Elnos and their seven little children were on the rocks and seemed headed for the bottom.
>
> But Pearl still had her own parental family. Her father and mother, and her sisters, together with their husbands, formed a closely organized and loyal clan, which repeatedly rescued her and her seven children. The sisters took them in, when Jim was violently drunk or when they were evicted for inability to pay the rent. They bought the children clothes, and helped feed them. Pearl's mother, still able to hold a job at sixty, borrowed money on her home to lend to Jim when he was employed by the Works Progress Administration. She came up from southern Indiana repeatedly to care for the children, so that Pearl could work as a waitress, and as a machine operator, to help feed the children while Jim was unemployed. One of Pearl's sisters opened a tavern recently and employed the mother, who in turn helped Pearl's family. Both the sisters and mother thus have continued to help Pearl. . . .
>
> . . . the average working-class family is a large economic unit, a clan of kin. They can depend upon each other for shelter and food in time of unemployment, or of reduced income, or of prolonged absenteeism, or when they simply quit the job. . . .
>
> [Each member of such a family] knows he can always "bunk in" with a relative, usually on his mother's side of the family, and he is certain that an extra plate will be filled for him and his, so long as his relatives have food. The harder the economic noose is drawn, the tighter the protective circle of the average working class family is drawn.

In the Youth Opportunity Centers set up under the Office of Economic Opportunity, counselors find that a high proportion of their clients are Negroes, Puerto Ricans, Indians, farm laborers, migrants from the deep South, and other such distinct groups. In general, the whole approach through bureaucratic government offices does not work well with them: they are highly suspicious of such institutions. They are impatient of explanations in terms of automation, regarding such explanations as a dodge, because they see that they are rejected for jobs that they know they are qualified for. They are distrustful of training programs which sometimes do not work for them because unions or others will simply not let them go to work even when they have the proper training. Counselors in the Youth Opportunity Centers, as a consequence, often report that clients from these groups are passive, perceiving the counselor as simply another adult to be manipulated, and hence cooperating as little as they feel is necessary. A common problem is the tendency of clients to refuse to show up for appointments or to come in late and then to feel rejected if they cannot be taken immediately on their arrival. Many clients perceive the counselor as a policeman, as "Charley" —the white man who stands in the way, rather than the person who can be helpful. Counselors also raise the question of how they should handle the discovery of illegal activities. Of course, counselors in general are confronted with this problem but what is special about these populations is that the probability of discovering crime and other quasi-legal activities is considerably higher. A report from a group of counselors in New York City expressed particular alarm at the amount of narcotics pushing which clients referred to. In view of the fact that the counselor's records can be subpoenaed by the courts, what should the counselor do in trying to provide assurances of confidence to the client? Another problem is that of getting to the clients themselves. The model of the client who refers himself to the counselor for assistance does not apply often to these underprivileged populations. Partly because these populations are suspicious of those who run the program and their motives, and partly because they simply may not care, it is often necessary for the counselor to assume an active role in soliciting the client and motivating him to come in and see him. The program known as Project Outreach in the Youth Opportunity Centers specifically provides that counselors shall make some attempt to move directly into the ethnic community and make themselves available or provide other motivations for persons to come forth.

Some of these problems may be handled through changes in the training of counselors. For example, special courses at universities might be offered dealing with the cultural characteristics of these groups or special lectures on the subject might be given in conjunction with regular courses which counselors in training take. In addition, it may be possible to work out special techniques for handling such populations. A good deal of work needs to be done in the development of special tests which make little use of verbal materials and tests which do not require knowledge of English.

The Community Action Program approach under the Office of Economic Opportunity is a step in the right direction. What is needed is a direct recognition of the organized character of the "clients." Attempting to deal with them, according to traditional counseling conceptions, one at a time and assuming that the client voluntarily presents himself for a service which he desires, and presents himself to a professional whose authority he respects—none of these assumptions is tenable. A wholesale revision of the counseling approach so that it is adapted to the group character of the client is in order. The leadership of these groups will have to be brought directly into the planning process as employment offices are set up. They will have to be involved directly in counseling itself, in the form of the use of counselors who are also members of the groups, in careful follow-ups of the experience of placed clients, with the help of the minority top leadership itself and other measures of this kind.

Emerging Patterns of Stratification

The emphasis on poverty and on unemployment in discussions of manpower, while well-placed, has tended to obscure certain great changes taking place in the stratification of the society. Manpower policies themselves also cause changes in the redistribution of wealth, and in the structure of power and prestige.

One change involves shifts in the relative prestige and power of occupations. The increased role of the central government in employment and in providing stimulants and leadership for the entire society, as well as the actual involvement of the government in such activities as research, have led to a change in recent years in the prestige of public employment. Partly because of the Jacksonian tradition, there tended to develop in the United States a feeling that government employment is a last resort of the dead-beats who are unable to compete in the private sector. The general opinion was developed that it took no special ability to govern, and the civil service bureaucrat became an object of jokes and contempt. Evidence from recent studies show that this opinion has changed.[18] In spite of the sneers at the "whiz-kids" who have clustered around Secretary McNamara, and the crude jokes made about foreign policy simulated on a Rand computer, there seems no question that the social scientist is listened to in councils of government. Certainly the prestige of the economist has never been so high.

The activist role of the Federal government may have led to a decline in the power of state and local governments. Certainly there have been important shifts in the regional distribution of wealth and power. A major source for such shifts has been the central role which the Federal government has played in Research and Development. In 1962, two-thirds of the approximately 17 billion dollars spent on research and development had its source in federal funds, although the government itself spent only a small part of it (15 per cent). The money is instead distributed through a very small number of large organizations and universities on the grounds that only these organizations and universities have the personnel who can make efficient use of these funds. Weidenbaum[19] presents data which show that 72 per cent of the value of the prime military contracts awarded in the fiscal year 1962 went to one hundred companies and institutions. Within this amount, seven major industry groups account for over nine-tenths of the value of the contracts awarded—aircraft, electrical and electronic equipment, oil refining, automobiles, construction, rubber, and shipbuilding is that order.

A cost to some of these industries has been an increased dependence on such contracts for their very existence and for continuance of high employment in the areas in which they are located. Companies like American Telephone and Telegraph, Ford and General Motors, though they are recipients of large sums of money from the Federal government, are still not dependent on the government, for in 1962 all of their government business for defense and space contracts made up less than 5 per cent of their total dollar sales. On the other hand, more than 50 per cent of such sales are recorded for companies that include all of the major aircraft firms, Collins Radio, Thiokol Chemical and Raytheon. Very high also are companies like American Machine and Foundry, Central Tire and Rubber, Sperry Rand, and Bendix Corporation. Further, these industries are concentrated in a small number of states: Kansas, Washington, California, New Mexico, Connecticut, Arizona, and Utah. The concentration is far greater in individual metropolitan areas such as Los Angeles, San Diego, Wichita, and Seattle. There has resulted a specialization on space and defense products on the part of many firms which does not admit to easy conversion to peace-time uses.

The other major concentration of government research funds has, of course, been in the universities, and in particular, a very small number of them. The importance of such federally-supported research has accelerated changes in the prestige as well as power of different departments in the university; has contributed to a split between teaching and the research function which neither students nor taxpayers have always been happy to see; has created a class of peripatetic university presidents who play key roles on the national scene; and has produced a situation in which about one-tenth of the professors in about 20 universities are up in the air at any given moment. There have been similar effects at the public school level, especially the diminishing influence of local school boards in the determination of the content of the curriculum.[20] Whether these developments mean less democracy may be freely debated. They seem to mean less grass-roots democracy, but what also must be recognized is that many types of local control mean control by local interests, with little democratic participation on the part of the citizenry.

In addition to the impact of the Federal government on education, the position of education itself and of educated persons in society is another of the great changes in stratification that has occurred in recent years. If one uses as an index of the length of time that persons stay in school a measure which consists of the per cent of fifth graders in a particular year who later graduated from high school, one finds that the per cent has gone up from 27 per cent in 1931 to 60.4 per cent in 1960.[21] The proportion of high school graduates going on to college has gone up from the period of the early 30's, when it was less than one-third, to a figure of over one-half at present. So too, the median number of years of school completed has changed from 8.6 in 1940 to 10.6 years in 1960. While these changes have meant that the proportion in the United States with a minimum education has been going up, what is often not realized is that the proportion of college graduates and those in college is increasing even faster. For example, it is estimated that while the proportion of high school graduates will increase by 16 per cent by 1970, the proportion of college graduates will increase by about 20 per cent.

Although these trends are clear enough, their implications are by no means so clear. Some persons see in them a decrease in the differences in education in the United States, with a consequent reduction in the amount of stratification. This conclusion seems dubious. In the first place, the increase in importance of university education has meant more power for educational administrators and for the relatively small number of universities that receive the lion's share of government research funds. Secondly, although there is a general overall increase in average education, it is by no means equally distributed. For example, although the median number of years completed by persons 25 years of age has gone up (as we pointed out above) from 8.6 years in 1940 to 10.6 years in 1960, the corresponding figures for nonwhites consist of a shift from 5.7 years median education in 1940 to only 8.2 years in 1960. So, too, one finds the per cent of persons aged 16 to 24 with some college attendance varies enormously by family income. For persons with a family income of less than $5,000, only 19 per cent report some college attendance; for those whose families have incomes of $5,000 to $7,000, the percentage is 33.0; for those with $7,500 to $10,000 family income the percentage is 48.6; and for those whose family income is $10,000 or more, the percentage is 60.3.

Although we like to emphasize the role of the school as a vehicle for ambitious youngsters from working-class families to secure the means whereby they may succeed in the occupational world, it is equally true that the school is one of the great discriminators as well. By that we mean that a number of studies[22] have shown that the school tends to favor those who share the school's middle-class values and to discourage from continuing in school the very children of working-class families who might most profit from it. This it does through the tendency of teachers to favor children who have social characteristics like themselves, and through the segregation of children in special curricula, so that once a person is in the vocational curriculum or the general curriculum, he is likely to find it difficult to get into the university. At the same time the increased emphasis on education as a value makes things even more difficult for those who have little of it and those who are not able for various reasons to profit from an education.

Second, the relationship between education and employment has been vastly oversimplified. For example, much is made of the estimate by Edward Denison[23] that 42 per cent of the increase in output per worker between 1929 and 1957 was a result of education, and that 36 per cent was the result of advance in scientific and technical knowledge, to which the educational process and institutions were heavy contributors. The inference seems clear that the more educated the individual, the greater a contribution he can make and also, the better job he will be able to get since an increasing number of jobs, it is claimed, call for higher education. A common type of comparison is the following:[24]

> In 1962 nearly three-fourths of nonfarm laborers (excluding miners) had less than a high school education, their unemployment rate averaged 12.6 per cent, and they accounted for

14 per cent of joblessness lasting three months or longer. At the other extreme, 93 per cent of professional, technical, and kindred workers had at least a high school education, and 27 per cent had more than 4 years of college. The unemployment rate of this group in 1962 was 1.7 per cent and they accounted for only 3 per cent of long-term unemployment.

One result of such statistics has been the creation of a new kind of deviant in the United States; the drop-out. Drop-outs are felt to be both a threat to themselves and their families and a danger to the entire society. Many programs encourage drop-outs to return to school and severely warn other students what may happen to them if they become drop-outs.

Two general points should be made both on the position of the drop-out and the general argument that education and unemployment are closely related. First, it is generally assumed that the drop-out is the person who voluntarily leaves school because he desires immediate gratification and is unable to put up with the discipline required by schooling or is unable to wait for the reward that may take many years in coming. A study by Miller and Harrison[25] suggests that this picture is over-exaggerated. The drop-outs in their sample were often "push-outs," or felt that conditions had been made so unpleasant for them that they had no choice but to drop out. They claim that they were "bugged" by school personnel, and that they were **not** previously negative about school. A high proportion of other drop-outs consists of persons who were in fact not learning anything in school and who would not have profited by a longer period, so far as vocational preparation is concerned.

Further, in spite of the correlation between years in school and employment, it does not follow this is necessarily causal; that is, that it is **because** these persons stay in school longer, that they are enabled to get better jobs. It is at least as likely that people who are enabled to get and keep jobs come from families who have money and other opportunities and it is those factors which enable the children of such families to get **both** high education and jobs. Also, persons who stay in school longer are presumably also those that have more intelligence and more motivation and both intelligence and motivation are obviously related to ability to get and hold a job. In fact, many firms prefer to hire the better educated person not because they feel that education itself contributes anything but because they feel that the ability to stay in school is itself a measure of ability to contend with a large organization and its demands. I am not saying that there is no point in encouraging persons to stay in school, but that to expect any direct relationship between such attempts and the employment rate may doom one to disappointment. The whole argument runs contrary in any case, to those who see the school as a place for a liberal education. Those who argue the relationship between education and unemployment would turn the schools into a place in which vocational education becomes a major emphasis.

A third change in the structure of social stratification in the United States that has been taking place in recent years has been a change in the relative power of Negroes and whites to make key decisions in the society. The period of the last 15 years has seen a great rise in Negro militancy.

The effect of the sit-in or other demonstrations is often evaluated in terms of success or failure. In those terms, considering the enormous amount of effort and the number of people involved, the results have certainly been modest, and there is some evidence that northern resistance may even be stiffening.

It is possible, however, to look at the movement in another way: what is it doing **to** the Negroes rather than **for** them? This view of the movement points up an important distinction—the difference between personal failure and group failure. When an individual attempts to succeed by developing his capabilities and fails nevertheless, he himself must bear the full pain of failure. Failing in what one is trying very hard to achieve can be shattering. On the other hand, when one is a part of a group that is fighting what is firmly believed to be the good fight, then group failure tends to be regarded as only temporary. The cause remains just and will succeed, even though the individual may not witness it. And it is essentially a group effort that characterizes the Negro movement. As one commentator has noted:[26]

> The revolt of the Negro amounts to this: the solitary Negro seeking admission into the white world through an unusual achievement has been replaced by the organized Negro insisting upon a legitimate share of the goods of American society.

The effect of participation in a civil rights demonstration, for example, is to increase group cohesiveness, even if the demonstration fails. It also increases group discipline, so that there is a greater willingness to follow a leader in whom the group has faith. Once a man has marched, had ketchup rubbed into his hair and fire hoses turned upon him, or been snarled at by a police dog, he is never the same. He feels a sense of unity with his brothers that may be all the more intense when there has been failure.

It is this development of Negro solidarity, with the great growth of Negro leadership in recent years, that is the most important event that has occurred so far as shifts in the locus of power in the United States are concerned. The introduction of local representation into the governing boards of the Community Action Program in particular cities is one reflection of the fruits of militancy. In examining the make-up of one of these boards in a western city, I was amused to note that beside each person's name was stated his race: white or Negro. This occurred in a state which had fought a long battle to have racial designations removed from employment notices and questionnaires. When I asked the head of the office about this, he said that this was a requirement in order to secure government funds under the Poverty Program. One had to demonstrate that the board was representative racially of the local community. He went on to say: "As you can see, we have a good representation of Negroes. But one thing we are worried about is that we do not have any Indians on our Board. We are looking for an Indian who has the time and is willing to come in here and work with us. He has to be poor and without a job." My own observation of the operation of such boards leads me to the conclusion that this representation may indeed be affecting the character of decisions made about local programs.

An obvious question is whether

persons who are chosen because they are poor or because they are unemployed will be articulate enough to express their views and to represent their group effectively on such boards. Some of them of course, are articulate but in any case there is a type of power expressed which is simply the power of veto. A Negro in one of these boards had sat silent throughout the meeting but at its end, when it was assumed that a given program was to be put into effect, he simply mumbled to himself and then said, "It isn't going to work." When asked to elaborate, he simply shook his head and refused, perhaps because he was unable to find the words. What he did do was to repeat the phrase, "It isn't going to work," adding, "I know my people won't go for it." This position was enough to establish opposition and bring the deliberations of the committee to a halt.

The position of the poor in society is also changing, a fact hard to document since the terms used to describe the poor continue to change.[27] Hence their historical continuity has been obscured and they are forever being rediscovered—an example of what Sorokin has called the "Columbus complex." The poor always seem to be hidden until the brave explorers of each decade reiterate their previous invisibility, going on to describe what the "new poor" are like. John Griscom,[28] writing of slum life in the 1840's, said "One-half of the world does not know how the other half lives." Half a century later, Jacob Riis echoed Griscom's viewpoint and his language. Still a half-century later, Michael Harrington's popular book,[29] **The Other America,** again discovers the invisible poor. Harrington pictures the poor as passive, inert, and apathetic, lacking generally in the capacity to act. Even if it were true, Miller[30] doubts that the portrait is accurate at the present time.

The aged have been active in political movements—from the Townsend Plan to the fight for Medicare. Mexican Americans have recently won political control in Crystal City, a small Texas town. In many cities, the young and adult poor have organized to protest their conditions, as recently in Chicago, where women on welfare strongly demonstrated against the cessation of allowances.

And, if anyone thinks that the Negros or the Puerto Ricans are invisible nowadays, he simply has not bothered to look. The many books on poverty[31] and working men which have appeared in recent years give a picture of the poor as something very different indeed from an inert mass of atomized individuals waiting patiently, hat-in-hand, for handouts from their betters. Although they are not by any means a single group on the march, nevertheless there are major axes of organizations and major bases about which identities are developing. They are organizing to influence decision making for what they feel is a change in their position in society. They refuse to regard themselves as failures in the competitive struggle, or as casualties who must be written off, or as something temporary—an affront to the affluent society. There are many ladders of stratification in society. Some persons stand high on the ladder of wealth, others on the ladder of education; while still others stand high in prestige. The poor have no other choice but to move up on still another ladder —that of power.

The Engineering of Social Change

When one has collected all the

data and made his recommendations, how is it all going to be made to happen? The British have often been accused of using a policy of muddling through. In the United States, we employ a policy which is, as a matter of fact, not so far removed from it. Our approach to social change has not been that of identifying an evil and then taking steps to remove it. We are satisfied merely to try to improve things, make the bad thing a little less bad. In the words of two political scientists, Braybrooke and Lindblom,[32] we seek to identify situations or ills from which to move **away** rather that goals **toward** which to move.

> Even short-term goals are defined largely in terms of reducing some observed ill rather than in terms of a known objective of another sort. For example, values attached to the distribution of income are not likely to be the attainment of any desired pattern of distribution. They are most likely to be the amelioration of a specific social evil, represented by the proportion of the population disqualified for appropriate education solely by inadequate incomes . . . .
>
> Policy aims at suppressing vice even though virtue cannot be defined, let alone concretized as a goal; at attending to mental illness even though we are not sure what attitudes and behavior are most healthy; at curbing the expansion of the Soviet Union even though we do not know what positive foreign policy objectives to set against the Kremlin's; at reducing the governmental inefficiences even though we do not know what maximum level of competence we can reasonably expect; at eliminating inequities in the tax structure even though we do not agree on equity; at destroying slums even though we are uncertain about the kinds of homes and neighborhoods in which their occupants should live.
>
> We do not deny the currency of ideological objectives like freedom and security. We suggest, however, that these abstractions only establish the orientation that most analysts in a particular country or culture share. To influence policy choices at points on which analysts differ—or to play any other direct role—they must first be transformed into the more specific values involved in actual policy choices.

Many of the manpower students in the United States contemplate such an approach to implement their recommendations. Recommendation often takes the form of a written report, prepared at the request of the President. The report is then criticized by interested groups, going through the usual process of struggle and conflict of interests in the Congress. After being appropriately changed, it may become law. Enforcement then proceeds according to how strongly the enforcing agent and the bureaucracy feel about the matter. This has been the approach to change in the United States in recent years, at least since the coming of the Gompers tradition to American trade unionism, and the development of the Democratic party as the conservative party in the United States.

But we have seen a new technique develop in the last fifteen or twenty years for speeding up the process of social change—the use of mass action through organization. How successful this is as an approach remains to be seen. In some cases it certainly has quickened the attention to the problems. There is evidence that the Watts disturbances in Los Angeles have increased the favorable attention that the area has received, have unlocked poverty funds which were being held up for various reasons, caused changes in police activities in the area, and led to investigations of the pricing practices of the merchants in the area. There is little sense of shame in having participated in the disturbances. Contrary to the McCone report, there seems to have been quite strong support for the mass action. Students at Berkeley managed to shake that giant organization. We shall see more of mass action in the future. Manpower policy then may be made and implemented by marching men. But can this work? Can hostile men with little training coerce others into providing jobs?

The reduction in unemployment attributed to the tax cut, has caused some to feel that economic remedies have about reached their limit. Further reductions, it is felt, must come from "structural" changes; that is, mainly, changing the individual through retraining, shifts in attitudes and motivation, and other approaches to making the individual able to handle the jobs that are made available by economic approaches. The market is there: it is the individual who must be prepared to take advantage of it.

But perhaps there is yet a third approach. Instead of trying to change the man, perhaps it is possible to change the job to one the man can do (and/or wants to do). How that might be accomplished is another paper. But we may have to begin thinking about it.

FOOTNOTES

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2. Richard A. Lester, **Manpower Planning in a Free Society**, Princeton, New Jersey: Princeton University Press, 1966, pp. 49-54.

3. **Ibid.**, p. 50.

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5. James Coleman, Elihu Katz, and Herbert Menzel, "The Diffusion of an Innovation Among Physicians," **Sociometry**, 20, December, 1957, pp. 253-270; and James Coleman, "Social Processes in Physicians' Adoption of a New Drug," **Journal of Chronic Diseases**, 9, January, 1959, pp. 1-19; and James S. Coleman, Elihu Katz and Herbert Menzel, **Medical Innovation: A Diffusion Study**, Indianapolis: Bobbs-Merrill, 1966.

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7. William F. Whyte, **Men At Work**, Homewood, Illinois: Dorsey Press and Richard D. Irwin, 1961, pp. 326 ff.

8. **County Business Patterns, First Quarter, 1962**, Part 1, U. S. Summary, Tables 1A and 1C, Bureau of the Census.

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20. Ronald G. Corwin, **A Sociology of Education,** New York: Appleton-Century-Crofts, 1965, pp. 128-129.

21. These and the following statistics on educational trends are drawn from Murray Gendell and Hans L. Zetterberg (eds)., **A Sociological Almanac for the United States,** New York: Charles Scribner's Sons, 1964, Tables 5.41 and ff.

22. William L. Warner, Robert J. Havighurst and M. B. Loeb, **Who Shall be Educated?** New York: Harper, 1944; Robert J. Havighurst and Robert R. Rodgers, "The Role of Motivation in Attendance at Post-High School Educational Institutions," in Byron S. Hollingshead (ed.), **Who Should Go To College?** New York: Columbia University Press, 1952; and R. Murray Thomas, **Social Differences in the Classroom,** New York: David McKay Co., 1965.

23. Edward F. Denison, **The Sources of Economic Growth in the United States and the Alternatives Before Us,** New York: Committee For Economic Development, 1962, p. 266. His conclusions were given wide currency by being repeated in the 1964 Manpower Report of the President, pp. 47-48.

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25. S. M. Miller and Ira E. Harrison, "Types of Dropouts: "The Unemployables," in Arthur B. Shostak and William Gomberg (eds.), **Blue-Collar World,** Englewood Cliffs, New Jersey: Prentice-Hall, 1964, pp. 469-484.

26. David Danzig, "The Meaning of Negro Strategy," **Commentary,** 37, February, 1964, p. 41.

27. David Matza, "The Disruptable Poor," in Reinhard Bendix and Seymour Martin Lipset (eds.), **Class, Status, and Power,** New York: The Free Press, 1966, pp. 289-302. Matza calls attention to the expression that is currently a favorite— "hard to reach," a term clearly referring to an administrative problem. He predicts that it will soon become stigmatizing and be dropped in favor of a less offensive term. The one he predicts will come into general use is "exceptional families." Other terms in use at one time or another are the British term "problem family," lumpen-proletariat, paupers, skidders, and dregs.

28. Robert H. Bremner, **From the Depths,** New York University Press, 1956, pp. 5-6.

29. Michael Harrington, **The Other America,** Baltimore, Maryland: Penguin Books, 1963.

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31. Arthur B. Shostak and William Gomberg (eds.), **Blue-Collar World, op. cit.;** Margaret S. Gordon (ed.), **Poverty in America,** San Francisco: Chandler, 1965; Eli Ginzberg and Hyman Berman, **The American Worker in the Twentieth Century,** New York: Free Press of Glencoe, 1963.

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Third General Session

Address:

WORK AND THE INDIVIDUAL: AUTONOMY, ALIENATION AND WORK ORIENTATIONS

Donald A. Hansen, Assistant Professor of Sociology
University of California, Santa Barbara, California

As was suggested in the comments made by Dr. Striner and Professor Gross, the problems today faced by vocational counseling may be increasing at something like a geometric rate, for they are closely tied to more pervasive problems posed by industrialization and automation, by urbanization, by abundance, and by centralization of power in business bureaucracy, in the military and in the executive, legislative, and even judicial branches of the federal government.

These problems are so diverse and so complex that—given ever-present limitations in resources—it is necessary to selectively attend some, while virtually ignoring others. The human tendency is to turn to those most socially insistent; that is, to attend to instrumental problems, such as those having to do with organizational efficiency and program effectiveness. Today, however, I would like to speculate on a type of problem likely to be neglected, even in the most humanitarian of counseling programs—that is, to the problem of work alienation, as it relates to the development and exercise of human autonomy.

In this discussion, three related topics will be emphasized. The first concerns a point apparent in at least some recent literature on counseling and guidance, and in the program of this seminar: that traditional perspectives on the individual and his work are overly restricted in scope. The second topic concerns the nature of "autonomy" and of "alienation," related to the social and phenomenal nature of the individual. In the third topic, these perspectives on individual development and autonomy are related to orientations to work, and work opportunities.

Overall then, I am reraising a concern apparent in your professional literature of some years ago: "Is guidance suppressing individualism?" That discussion, as you recall, ran hot in your journals for some few years, and then was abandoned — perhaps in frustration, for discussions of such a subject are difficult to specify adequately, and quickly grow vague, culminating in a fury of wild charges answered by simple bromides. Despite the difficulties of such discussions, they are critical, and deserve to be reexamined whenever we can find the emotional energy for the job.

1. Interpenetrant Processes and Meaningful Action

Let me now elaborate on the first point. To look at work and the individual, it is inadequate to simply ask about the relation of the individual to his job, as is generally done in discussions of work and "job satisfaction." It is not enough to simply examine the inner life of the individual, his needs and drives, goals and satisfactions. This psychological level of analysis is essential, but it is not enough in itself. Rather, the individual and the job must be placed in a sociocultural context; to ask questions about the relation of the individual to his job is to ask not only what goes on within the individual, not only what his interpersonal relations are within the work setting, but also how these phenomena relate to what's going on in the community and society. Such a perspective is suggested in the idea of "interpenetrant realities," early attended in the theories of W. I. Thomas and George Herbert Mead and today almost a basic article of faith in contemporary sociology. By that idea is meant that personality and society, or other observable "entities," may not in fact be strict entities, but exist only by virtue of the other's existence; to understand one then, it is necessary to understand the other as well. The implications of this sociological emphasis for counseling are perhaps as profound as they are apparent.

In this interpenetrant reality, the individual and his society are seen as two sides of the same coin. Society is made up of individuals, but, somewhat paradoxically, it is something more; society is individuals in interaction with one another, it is their interlinking relationships, which at any one time hold some patterned coherence, but also may be constantly in flux. In these relationships, there develop qualities of community or society that cannot be understood by simply looking at each of the individuals involved. That is to say, the old argument between the nominalists and the holists, the argument which asks "is the whole more than the sum of its parts," in this perspective, is invalid. The whole is its parts in processual relation with one another and with other objects in their environment.

It is clear that these relationships are, at once, both phenomenal and behavioral; and what goes on within the individual—his perceptions, his imputations and evaluations—can be as important as his overt behavior. Indeed, the individual's perceptions, cognitions, and evaluations can be of critical importance in determining his behavior: if a man thinks he can fly, in a sense he can fly, for that idea will influence his choice of actions in any particular situation, even to the point that he may leap, arms outstretched, with the intent of soaring off the Empire State Building. It is useful, and even necessary for us to inquire into the intra-individual, into the phenomenological, the meanings and definitions, the assumptions and understanding the individual carries to any particular situation. The point is—as would be illustrated by a phenomenological analysis of the "birdman's descent—it is not enough."

It is also important to inquire into the relation of the phenomenological to the individual's experiences with other individuals and other objects in his environment. It is generally accepted that, as the individual's capacities for cognitive awareness emerge, he is increasingly influenced by his experiences which, however unique, are in overwhelming part interpersonal and social. In this process the individual alters and continues the experiences, restructuring them in socially relevant fashion as he fits them into arrangements of symbolic representations. These representations, which are shared with other human beings, enable the person to recognize himself, not only as a member of a group or society, but also as a distinct being; they in some way permit him to release and regrasp experiences and hence to remold his own world himself; they relate him to others in intricate and often complex interlinkings of expectations which restrain, impel and lure him toward or from some possible acts, some styles of life and self-presentation, rather than others. Such perspectives, which emphasize the importance of social influence on "personality," "self," and "motivation," often picture an individual who, however closely interlinked to others, engages in behavior which to him is "meaningful," "goal directed," or in some way "situationally appropriate." In this way, the structures of personality are interlinked with the "processes" of social interaction; the social relationships; then, are seen as basic influences on the structuring of the intra-individual.

Given such perspective, it is, indeed, appropriate to ask, "What are the meanings of work for an individual?", and to ask, "What are the effects of that work on the individual and on his development?" Such questions, however, cannot be answered in isolation, for the answers are dependent on the answers to other questions posed at a sociological level.

To this point I have suggested that neither individuals nor community can be understood without understanding the other, that they are inextricably interpenetrant with one another. As is so well documented in social science literature, this makes the problem of social inquiry exceptionally difficult. Obviously, it isn't possible to study the entire society or even to effectively conceptualize it. If we focus on the individual in relation to his work situation, we necessarily obscure other pertinent phenomenon. If we take a more global perspective, and attempt to identify the changes occurring in occupational structures, it is difficult to simultaneously attend to the intra-individual and interpersonal relations that are, in fact, so closely related to those changes. Any analysis, then, is at best relative, not in an ethical sense, but rather in the sense that it simply assumes or even ignores a world of relevant materials.

Archemides supposedly said, "Give me a place to stand and I will move the world." The dilemma of social inquiry might similarly be stated: "Give me a place to stand and I will view the world." That there appears to be no totally valid entry point—a solid place to stand—for the study of man in society is a simple fact and we must live with it. The point of these comments, however, is that we must live with it, and not ignore it. We must be at least aware that we are neglecting many questions, and that many others must be addressed at least implicily in our analyses.

The extension of this idea of the relativity of social analysis could lead, at its extreme, to impotence and resignation in the face of unfathomable complexity. Short of that extreme, however, the idea can be profitable, helping us to remain open to new possibilities and aware of the likelihood of errors in our current conceptions. As importantly, such an insistence can sensitize us to questions which might otherwise go unasked. Given a conception of interpenetrant reality, and the idea of the individual as a goal-seeking, active element who perceives, defines and evaluates his situations and courses of action, the study of the relation of the individual to his work takes on dimension not reflected in traditional questions about the meaning of work and the effects of work on the individual. Work, that is, can be seen as one basic element relating individuals to one another and to their environment.

"Employment remains a symbol of one's place among the living" Harold Wilensky (1964) wrote in an earlier paper to this association, in much the same vein as Edward Gross (1964) in a similar paper, wrote, "A Man's work provides him with one of the major bonds through which he is united with his fellows."[1] Such propositions suggest that we can look with profit, for one thing, toward the individual: How do the bonds of work affect intra-individual activity and development? In turn, how do these intra-individual phenomena affect work bonds and relationships? Looking in another direction, we might reasonably ask, in what ways do these varied and completely interlinked work relations affect ongoing socio-cultural phenomena, and how do these complex relationships affect work relationships? Even such simplistic questions as these suggest that an adequate perspective on work and the individual is exceptionally complex, and eludes efforts to effectively conceptualize it in such a way that it can be understood.

The importance of such a conceptualization to counseling is immediate and profound. For counseling requires an ability to recognize the social relevance of a client's actions, to recognize his capacities for change, and to relate these capacities to changes in the social contexts in which the individual lives and works and is likely to live and work. These are sweeping requirements, and in practice such perspective has been available only in common-sense knowledge and understanding. But common sense knowledge is notoriously defective; common sense wisdom is closely tied to norms and expectations that are peculiar to a special time, and in the face of rapid change quickly grow vague and inappropriate. Though counseling, as any human art, necessarily involves the exercise of common-sense if the counseling of today is to improve, common-sense, empathy and intuition must be supplemented by more powerful and sensitive conceptualizations of man and his society.

An awareness of this need is clearly evident in the previous publications of the NVGA, and it is also clear that the efforts to develop such a perspective are related to the current theories available in the social science. These theories, however, evidence critical deficiencies which may thwart understanding of both social and individual change and hence of counseling. The sweep of individual human experience has yet to be conceptualized in such a way that can be effectively related to the complexities of social life. What is required both in the social sciences, and in counseling, is a coherent and cogent theory capable of such a conceptualization, capable of answering within a single framework, questions of such variety as these:

> Questions about order in the individual and in society, such as: What is the relation of individual motivation and action to social order? How does the observable capacity of the individual for social participation develop? How does order develop among the collectivity?
>
> Questions about individual and social controls, such as: What is the relation of individual motivation to social restraint? How does the observable capacity of the individual

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[1] Both quotations from the NVGA symposium, **Man in a World of Work**, H. Borow, editor, Boston: Houghton-Mifflin, 1964.

for collective orientation, rather than self orientation develop? How does social control develop among the collectivity?

Questions about social change, such as: What is the relation of individual motivation to institutionalization and cultural innovation? How does the observable capacity of the individual for innovation, and especially for controlled innovation develop? How and why do modifications of collective patterns of behavior and relationships occur?

In short, I'm suggesting that counseling requires a coherent theory in which knowledge, evaluation and action are related in such a way as to account for even self-transcendence and self-negation, and in which this process in one person relates to those in others in such a way that the dynamic stability of a community can be understood.

Today, at least in sociology, there is evidence that new efforts are being made to develop such a perspective. Indeed, that field today is in an unusual state of change, as sociologists of various perspectives are attempting to redress these deficiencies in perspective. Some sociologists for example are returning to a closer consideration of phenomenological inquiry, others, in related efforts, are returning to the earlier attentions of Mead to interpersonal relations, seeking to understand the interplay of structural rules and orientations with the participant's motives and strategies which can result in social coordinations—in which, that is, social structure and order are seen as "negotiated." Other theorists are seeking to develop abstract theories of social order and change which are capable of attending interpenetrant processes at the individual as well as the institutional level, and in which social organization is seen as emergent from, and yet inextricably interlinked with social processes. However divergent such developments, a commonality can be seen in the rejection of an idea which has tended to creep into sociological research and theories—and is seen persistently in theories of counseling, however much it may be denied by the theorists—the idea that man is essentially a reactive or a responsive being. Rather, these theories are now emphasizing that man engages in meaningful and goal-directed activity, that man is capable of some sort of self direction and self definition. The pertinence of such a perspective to an understanding of work and the individual, and to the whole field of vocational counseling in contemporary society must be immediately apparent.

In the literature of guidance and of counseling in general can be seen a recurrent emphasis on the importance of recognizing that individuals are capable of freely choosing exercising volition, and that work can be important in developing these capabilities, in encouraging individualism. How effectively these theoretical statements are put into practice I do not know, nor, I suppose, does anyone else. What I would like to suggest here, however, is that such ideals may be elusive, at least in part because of the general tendency — both within social, economic and political theory and in everyday organized living—to view man as essentially a responsive being, to underplay his capacities for innovation and independent choice. The deficiency in social inquiry, then, but reflects a general cultural deficiency, and finds a counterpart in theories and practices of counseling. In large part, this deficiency may be seen as an over-emphasis on the rational activities of man, and on his cognitive and emotional capacities. What I mean by this may become more clear in the course of a brief discussion of "autonomy"—which introduces my second major point.

2. Meaningful Action, "Autonomy" and "Alienation"

Problems of human development and freedom, whether or not they are especially serious today, likely have plagued man since he first experienced that state we today term "free-will," "choice," "volition," or "autonomy." In contemporary forms debates about free-will and autonomy have been couched on assumptions of interpenetrant reality, as in the Marxian and Freudian theories or in current discussions of work and alienation.

As many debates of profound importance, however, those over autonomy and independence suffer from a lack of specification; cliches cover vagueness, as arguments fail to join in battle save in polemics or discursive essays. For example, complaints about the "homogenizing processes" of contemporary society often end with a plea for "autonomy" such as this: "We've got to teach kids to think for themselves." What is usually desired is some increase in cognitive independence, although some critics mean in addition the development of "creative capacities," or of a cognitive playfulness. Usually, however, even the most avid voice for cognitive independence imposes limits, insisting that a modicum of conformity is required for social harmony, or indeed, for social coordination—that some discipline of thought must be instilled to ensure socially useful production or cooperation. All too often, however, the legitimate need for some coordination and cooperation is only the entree for encouragement of habitual compliance; where independence of thought might flower, only energetic, conventionalized intelligence is fertilized.

Even if cognitive independence is developed, however, the individual may be far from capable of independent choice of action, and even further short of autonomy: free choice of action requires not only cognitive freedom, but freedom to evaluate possibilities within a perspective not imposed by coercion, manipulation or other control, nor imposed (as is so easily the case when evaluative capacities are underdeveloped) by primitive emotion.

I am suggesting, that is, that models of man popular today in social inquiry and in theories of counseling and of psychology pay scant heed to the development of capacities to judge and evaluate. At best, these capacities are but partially represented in conceptions such as Freud's "super-ego" and "ego-ideal" or the social psychological models of "self" and "self image." What I'm suggesting is that attention be turned more directly to a consideration of evaluative capacities, as a subject parallel to the study of cognitive capacities, and that the concern extend beyond theoretical models into normative questions about "what's happening" today.

Traditionally, schools in our society intentionally ignore development of evaluative capacities, except in subtle and not-so-subtle efforts to instill religious and national loyalties, values of hard work, achievement and honesty, and other special and often instrumental values. Encouraging the development of capacities to judge

—in a very restricted perspective called moral training—have in the past been the jobs of especially the family and church. One of the dominant themes of our time, however, is that these institutions are decreasingly effective in stimulating personal development. If this critical theme is valid, it might be interpreted as in some ways favorable to the development of evaluative capacities: family and church, it could be argued, are among the more conservative elements in our society, and to be freed from their influence and evaluation is to be freed from confining cages. The question is, freed for what?

The concepts of "falsification" and "dissonance" can for the present purposes represent one line of answer to this question.[2] In most simple form, the theory would hold that falsification (roughly a discrepancy of experience and expectation) leads to dissonance, or "exigency." It is generally consistent with psychological learning theories that various strengths of exigency will have varying effects, for instance:

Extreme exigency (harsh falsification) will lead to attempts to dissolve the discrepancy, likely through escape (such as reaction formation, denial, repression);

Moderate exigency may lead to efforts to reorganize judgmental or cognitive horizons (depending on what kind of falsification was introduced) in order to resolve the discrepancy in a way most consistent with the existing horizons; the effect of this may be elaboration and refinement of horizons—that is, the development of either cognitive and/or judgmental capacities;

Mild or no exigency (no falsification) will lead to cognitive or judgmental atrophy.

This simple perspective suggests that two individuals of similar intellectual capacities may differ greatly in evaluative capacities as a result of differing experience of falsification and dissonances. It also suggests that the "conflict-free ego sphere" may not be appropriate to the fullest development of the individual, that escape from tension and uncomfortable challenge may not always result in the fullest development of innate capacities. Optimal development, this perspective implies, is attained through moderated falsification in which exigencies are neither allowed to become so intense that the individual seeks to escape nor so light that he is reduced to a conflict-free level. In this perspective, then, we can give a general and idealistic answer to the question of what it is the individual in contemporary society who is relatively free from the constraining influences of church and family is "free for." Given a commitment to the idea of individual development, to the maximization of the ratio between human potentialities and human actuality, we might say that the individual is ideally **freed for participation in an exchange in which his unique horizons of evaluation as well as cognition are bombarded with moderate falsifications which, in essence, urges him to reorganize his evaluative horizons in ways ever more internally consistent, adequate to effective relations in the world of which he is a part, and consistent with his own physical and emotional equilibrium.** "Autonomy" that is, involves far more than cognitive and evaluative independence (or independence in choice of actions);

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[2] The following discussion is a highly simplified derivative from a construct presented by G. Zollschan and the speaker, in "On Motivation," in **Peoplework: Sociological Essays in Counseling and Therapy**, D. A. Hansen editor, Houghton-Mifflin (in ess).

it is in effect, "capable independence," involving an individual relatively free from dictation by either his organismic or social being, and possessing horizons of expectation and justification adequately developed and elaborated to allow him to specify and select actions which are both socially effective and consistent with his own cognitive and evaluative commitments. To put this in more familiar terms, autonomy requires some sort of "self reference" in selection of actions, and the self that is referred to must be not only intellectually but also evaluatively capable. A "self" adequate to autonomous action, that is, requires horizons of cognition and evaluation which are developed elaborately and consistently, and effective commitment to aspects of those horizons in which the organismic as well as the social aspects of the individual are effectively integrated.

Before moving from this simplified theory of autonomy, let me just say one thing about the concept of "self." I'm here using this as a short-hand term to refer to the cognitive and evaluative object relations that have been charged with an emotional energy—this is, that have been "cathected." The most important falsifications, then, in the development of a "self" are those in which the individual recognizes that his relationship to another person or object is facilitating or blocking his way toward certain goals or helping him to attain or deny "satisfactions." For a simple illustration, an individual has grown quite used to a comfortable existence, which he has just taken as a "given" of life. Suddenly, the comfort is withdrawn—that is, the taken-for-granted relations are falsified." Two general characteristics of his response are important: first, that he feels frustrated or disturbed; second, that he suddenly recognizes that the "falsified" relationship (say to his mother, or the girl friend he has been living off for the last thirty-two years) was the source of his now absent satisfaction. The object relationship, then, becomes more clearly specified, and may be invested with the emotional energy precipitated by the falsification.

Simply, those objects that the individual perceives as helping him toward satisfaction of his goals are "positively cathected," those which block him are "negatively cathected." The important point is this: it is this array of cathected object relations—both of cognitive and evaluative character—that the individual refers to when he talks of his "self" or his "subjectivity." If this subjectivity is to gain some sort of coherence, there must be continuing cognitive and evaluative elaboration, requiring both cognitive and evaluative falsifications. At this simple conceptual level, then, a crisis in "self identity" might be seen as a consequence, especially of a lack in systematic evaluative falsifications. Without these, a coherent conception of self cannot develop and the individual will choose his goals simply on the basis of their immediate potentials for satisfaction, or avoidance of pain.

What I am suggesting, then, is that the meaning of work is a function of diverse social influences—influences that are represented in the falsifications experienced by the individual; that not only a freedom from harsh falsifications, but also the presence of moderate falsifications are related not only to the workers' feelings of satisfaction, but also to the contributions of that work to his personal growth.

3. "Autonomy," "Alienation" and "Orientations to Work"

The interpenetration of the individual and social processes and forms related to the meanings of work may be illustrated by relating two sets of concepts. The first may be derived from the discussion of motivation and autonomy, resting on the difference between goals which are related to subjective relations, that is, to the "self." These goals we might identify as "intrinsic" or "expressive," as contrasted with those goals which for the individual are simply "instrumental." The first distinction, then, is that between an **"instrumental orientation toward one's work"** and an **"intrinsic orientation."** The instrumental orientation would emphasize the importance in work of efficiency, effectiveness and rationality, and would hold work to be extrinsically profitable and transactive. The intrinsic orientation would emphasize the importance of work as subjectively meaningful and rewarding, or intra-individually and/or interpersonally enjoyable or growth inducing. We might think of individuals or of groups, then, as falling somewhere along a continuum between the purely instrumental and the purely expressive orientations.

The second distinction should also be recognized as a continuum, at the one extreme emphasizing the **"primacy of individual goals"** and at the other, the **"primacy of collective goals."** Most jobs and most actions of course, involve combinations of both individual and collective goals, but the telling test might be in the choices made in situations in which the good of the individual is in direct opposition to the good of the collective.

It should be clear that what I'm talking about here is a blending of cognitive and evaluative orientations toward work, toward self, and toward society. Many other variables might be usefully identified in such a discussion, but these two appear to me useful at this time. Combining the two variables yields a set of four logical categories, which though grossly simplistic may suggest ways of looking at the relation of individual, work and community. The four logical types are: first, those who hold an instrumental orientation, and emphasize the primacy of collective goals, these I will call INSTRUMENTAL-COLLECTIVE orientations; second, INSTRUMENTAL-INDIVIDUAL orientations; third, EXPRESSIVE-COLLECTIVE orientations; fourth, EXPRESSIVE-INDIVIDUAL orientations.

For both practical and theoretical reasons, the first category is the most intriguing. In this category I can see little likelihood of the exercise of autonomy, or of stimulations for the development of a coherent, integrated "subjectivity" or "self." In each of the other three types, because of the emphasis on individual goals or on intrinsic reward, there is at least some possibility of such exercise or development. The instrumental-collective orientation, however, at best allows an orientation toward work that does not touch on the development of subjectivity—work is "meaningless;" at worst, it involves an orientation that can be profoundly destructive to subjective development, by offering continuing and harsh falsifications. Most clearly, this destructiveness might be seen in the orientation of a slave to the cruel demands of his master, or, in current society, it might be seen in the orientation of a marginal worker who is forced to take, when he can get them, odious and onerous jobs.

Freud found this collective-instrumental orientation to work so common that he suggested that the mass of men must be coerced to work; that they will work only to avoid deprivation, to escape hunger or punishment. Thus Freud, and in similar vein Marx, noted the "alienation of the worker" from his job, essentially arguing that most jobs are contrary to man's subjectivity and to his individual growth. Thus for Freud coercion is essential to social order, and tends to retain the status quo.

Profound changes in economy and society, even since Freud developed his basic orientations, however, suggest that the necessity for coercion is not due to an inherent laziness or indifference of the masses, but rather to the nature of most work. As long as there is not only relative, but real deprivation and starvation, as long as the satisfaction of one part of society depends on the suppression of another part, coercion may be necessary. But in our times, increasing abundance suggests that more and more individuals can escape deprivation; the promises of automation and cybernation suggest that they can do so with less work, and that most odious and onerous jobs will in the not distant future be no longer necessary.

For some individuals, however, these socio-economic developments are somewhat inopportune, and individuals and even classes of people are denied opportunities that only a few years ago could reasonably have been theirs. Most notably, automation has taken over the most onerous and repetitive type jobs today, and tomorrow will take over more. However desirable in the long run, the short run effect is to render unskilled labor and semiskilled labor increasingly obsolete. It is significant that in the 1950's jobs in service became more numerous than jobs in manufacturing; service jobs, however, pay less, on the average, and hence offer a less ready route of mobility for lower-class persons and immigrant groups to middle-class ways of living and economics. Thus, some of the most important routes through which immigrant groups have been assimilated are today restricted. At the same time, the rest of society has become ever more affluent; a context of abundance, new to our world has emerged, dramatizing all the more the difference between those who are "in," and those who are not. These developments, unfortunately, arrived just at the time the Negro was beginning to move in significant numbers toward middle-class ways of life. With the restriction of "good" jobs among the Negros, and the consequent competition for those few that are available, hopes of subjectively meaningful ways of life—if not of work experience—have been dealt a serious blow. For the lower-class Negro, and for others unemployed, uneducated and unskilled, there are today work opportunities which offer subjectively meaningless experiences, and in which any primitive developments of subjective meaning, such as human dignity may be harshly falsified and thus destroyed. For such men, then, the Freudian and Marxian emphasis on coercion remains valid, and bitter alienation from work a simple fact of life. Until that day that such men can find less bitter employment, the most we can hope for is a more profitable orientation to their leisure and familial relations.

Among those who are "in," those who hold jobs that allow them to live a secure and hunger-free life, there may also be some sort of alienation, as is suggested by Wilensky's[3] data on "work alienation" related to "prized self-images." Consistent with my previous comments about the development of autonomy, Wilensky found that the lower the freedom of choice in jobs, and the higher the job pressure, the greater the alienation; reasonably, he also found that the higher the status or the profession or job, the less the alienation. Even in Wilensky's study, however, the concept of "work alienation" is quite narrowly defined, particularly as it is related only to the "prized image" of the individual, and not to the richness or breadth of that image. Thus, though someone may not be "alienated" in the negative sense of the word, for him a job may be "meaningless." As William Whyte and C. Wright Mills impressionistically suggested, there may be a passive acceptance of an instrumental-collective orientation toward work. In the most extreme statements about such an orientation, Mills offered an image of a "cheerful robot" and Huxley dramatized the life of the inhabitants of a "Brave New World," totally devoid of "free-will" and meaningful "self." Such statements are obviously overdrawn caricatures—but that need not mean that they are totally inaccurate. The point is, regardless of their experiences in other aspects of life, many men today may find in their work little falsification, few experiences that touch meaningful aspects of their self, or that encourage further development of cognitive-evaluative coherence. For some, such as the lower-class Negro for whom mobility routes have narrowed, there may be overt alienation and a self-destructiveness in work; for others there may be only a pleasant meaninglessness, and hence an atrophy of individual development.

Because of contemporary developments, it may be that the first sort of alienation—at least within our own society—may be less problematic than the meaninglessness of work. Here, again, Freud's arguments about work are pertinent, for he recognized the constructive possibilities of work; that work need not be merely a means of avoiding deprivation. In **Civilization In and Its Discontents,** he emphasized that work, more than any other aspect of living, may help bind the individual more closely to reality: "The daily working of earning a livelihood affords particular satisfaction when it has been selected by free choice, when through sublimination it enables use to be made of existing inclinations, of instinctual impulses that have retained their strength, or are more intense than usual for constitutional reasons." The key to this statement is "selected by free choice" that is, selected in subjectively meaningful ways.

Commenting on this point, Michael Harrington in **The Accidental Century** suggests that Freud's

> "own definition of therapeutic, i.e., freely chosen, work has been denied the overwhelming majority of men in history. The only kind of work they have known is that imposed upon them in a struggle for survival. Abundance could completely change this situation. If all routine and repetitive chores could be done by machines, man can be freed for activity of his own choosing . . .

In this psychological analysis of the meaning of work, one glimpses the extraordinary ambiguity of the present moment.

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[3] In Borow, op cit.

> Abundance could be the prelude to bread and circuses. A degrading leisure would be society's substitute for degrading work . . . on the other hand, there could be a new kind of leisure and a new kind of work, or more precisely, a range of activities that would partake of the nature of both leisure and work."

For Harrington, Mills, Whyte, and many other contemporary social critics, the instrumental-collective orientation to work predominates in our society, and, as such, poses critical challenges.

The poverty of work experience, especially if matched with a similar poverty of leisure experience, is suggested by the other three categories that were developed by relating the variables of individual-collective goals to those of instrumental-expressive orientation to work. I would like to briefly mention these three types, previewing my comments with a quotation from Gordon Allport's[4] imaginative discussion of deficiencies in motivation theory. In this discussion, Allport appealed to Hindu wisdom, which posited that most men have four central desires—which might be used to characterize varieties of orientation to work.

> To some extent, though only roughly, they correspond to the developmental stages of life. The first desire is for pleasure, a condition fully and extensively recognized in our Western theories of tension reduction, reinforcement, libido, and needs. The second desire is for success—likewise fully recognized and studied in our investigation of power, status, leadership, masculinity and need-achievement. Now the third desire is to do one's duty and discharge one's responsibilities . . . here our Western work begins to fade out. Excepting for some pale investigations of parental punishment, in relations to the development of childhood conscience, we have little to offer on the "duty motive" . . . Finally, the Hindus tell us that in many people all of these three motives pall, and they then seek intensely for greater understanding—for a philosophical or religious meaning—that will liberate them from pleasure, excess, and duty.

The second of the motivating desires identified by the Hindus—the desire for success—might legitimately be used to categorize the orientation toward work as instrumental, but in which individual goals are given primacy over collective (Type II on the diagram). In such an orientation, the individual may accept the instrumental demands of the job for efficiency, effectiveness and rationality even though they hold little personal meaning, have little bearing on his subjectivity, or offer him directly any important evaluative falsifications. Because of his emphasis on individual goals, however, some subjective meanings might be found. His job, then, is something that might be used as a means to his own personal goals. In most irresponsible character this might take on a hedonistic drive for self-glorification and enjoyment, but if guided by a coherent system of evaluations, it may lend to a collaborative productiveness, as individual competition is constrained by a few basic agreements about "right" or "wrong" behavior, while the individual's "profit" motive—whatever is for him a profit—may spirit him to exceptional performance.

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[4] Allport, Gordon, "The Open System in Personality Theory," **Journal of Abnormal and Social Psychology**, 1960, 301-310.

Sensitizing Schema of Work Orientations

	Primary of collective goals in work	Primary of individual goals in work
Instrumental Orientation to Work	I Work as a means of avoiding deprivation & increasing hedonistic pleasure	II Work as a means to individual success
Intrinsic Orientation to Work	III Work as meaningful duty	IV Work as individually meaningful or expressive

The social productiveness of such an orientation may be especially marked if the individual's evaluative commitments are shared generally by others in his community, as in an ideological commitment to the idea of individual success as an indication of favor in the eyes of God. The stereotypical "capitalist," Babbitt, the Protestant Ethic, and the "spirit of capitalism" most clearly fit into this type.

Most importantly, it should be noted that jobs of this instrumental-individual type would tend to be selected less for their subjective meaningfulness, than for what the individual thinks they can do for him in society— less for their intrinsic meanfulness, than for their social effectiveness. Secondly, it should be noted that the social productiveness of such orientations in the long run may depend on whether or not the individual's "self-centered" decisions are guided by evaluative commitments toward collaborative efforts.

In this respect, the instrumental-individual orientation is somewhat similar to the expressive-collective orientation (Type III on the diagram). Indeed, the latter orientation is almost inconceivable apart from some sort of ideological or utopian commitment generally shared by the co-workers. Whereas in the previous type, the evaluative commitments might emphasize collaborative efforts as important to individual goals, in this collective-expressive orientation, the evaluative perspective might be reversed: individual efforts would tend to be emphasized as important to collective goals.

In the contemporary world, this sort of orientation toward work might be most clearly seen in reports of the Israeli Kibbutzim, or in other "utopian" communities such as those of the Mennonites and Quakers within our own society. Clearly, the Marxian ideal society envisaged such an orientation of the individual to his work, in contrast to the two types of instrumental orientation, which have predominated in Western society. Significantly, just as a footnote, those individuals who have most effectively proselytised the Marxian vision themselves failed to develop such an orientation toward their work; rather, they would best be categorized in the instrumental-individual category, in which their individual goals—say, of successful proselytising—were closely attuned to an ideological-utopian commitment shared with other fellow travelers.

The expressive-collective orientation toward work, then, might be characterized with the term "meaningful duty," that is, with a subjectively meaningful relation to one's job, and in which the most salient experiences, and the most salient evaluative falsifications, are to be found in the contributions of the individual's efforts to the collective good. Thus, individual development, the elaboration of the evaluative and cognitive horizons, and hence the development of a coherent "subjectivity" or "self" may be seen as an essential consequence of work, but it would also be seen as attainable only through work which is oriented toward the goals of the community.

Clearly, most jobs in our society allow orientations of the first two types—that is, instrumental orientation. There are, however, at least a few jobs available of the expressive-collective orientation. Certainly, although many politicians may be more closely akin to the Babbitt type, others might be more fairly categorized in these simple types as oriented toward "meaningful duty." Similarly, other civil service and some social service jobs, including, in their best forms, counseling, teaching, research, and other "humanistic" occupations, might allow such orientations and even provide subjectively meaningful experiences and falsifications. It is clear, however, that the ratio of such job opportunities to available workers is today dramatically small. I have no idea whether that ratio is increasing or decreasing. It seems reasonable, however, to posit that the future character of our own society may closely depend not only on increasing that ratio, but also on selecting for those jobs that are available individuals who are capable of exercising opportunities for subjective growth even while working for collective goals. I am not altogether certain that such selection is taking place today, or that individuals, once in such jobs, are being effectively encouraged toward such development.

The fourth, and last of these simple ideal types, is the expressive-individual orientation. Just as the second and third types can be seen as somewhat similar, in their tendency to be allied to a shared ideology, this last type is similar to the first, in the tendency toward a secular character, or an ethical neutrality or relativity; whereas in the first type, behavior may be controlled by established normative patterns, in this type, the final sanction is to be found in the effects of the activity on the individual's subjectivity, or self. This then, in its most pure form, might be characterized as the fourth of the desires of man identified by the Hindus: the desire for greater understanding, for a more coherent and develop subjectively, even for a transcendence, or for the state of Nirvana. It is clear that few jobs which allow, much less encourage, this sort of orientation are available in contemporary society. Creative writing and art most immediately come to mind, but in contemporary society, even these jobs have become increasingly organized, and, unless the individual is independently wealthy as well as expressively-individually oriented, his opportunities for such work experience are delimited.

It is also clear that this is the type of work orientation that may be most compatible with the development of individual autonomy, and that at least among the youthful members of this society, there is a search for this sort of orientation to experiences. In a context of abundance, in which simple hunger can be avoided with minimal effort, and with an increasing complexity and increased potence of "rational control" throughout society, some people are, essentially, opting for this kind of orientation; the option, given the state of the American occupational structure today, involves also an option for "nonjobs." It is not, necessarily, work that is being avoided; rather, some sort of "work" that is subjectively meaningful is being sought. This, I suspect, is the exciting and most encouraging aspect of the "Hippie" movement, in which individuals are striving to attain a community in which collaborative effort or work is based primarily on the individual goals of "self development," in the best meanings of the word. Some observers, less than enchanted with the Hippie movement, have suggested the whole thing is somewhat artificial, that these youth are effecting unrealistic roles only to be different and gain attention, and that these youth will in the period of a few years settle down to conventional middle-class jobs. I suspect that the prediction is valid: most of the Hippies, even those who are "working" with integrity and awareness of what they are doing, will, indeed, accept more conventional occupational roles. The charge that the roles that they are now playing are "unrealistic," and simply effected, however, is unfortunate—not so much for the injustice to at least some of the Hippies, but for the fact that the charge helps obscure the profound message that can be found in the Hippie search for a new form of community, and a new form of orientation to work.

Similar, though less, dramatic, tendencies might also be seen among some of those who, in part because they have been given little other choice, may be oriented toward work as instrumental and collective (Type I). In large-scale bureaucracies can be found many, even in the middle-range executive level, who are satisfied with a secure and regular advancement in salary and status (who are not, that is, highly oriented toward personal "success") and who evidence a desire for work experiences which are more meaningful; they desire, that is, more of an expressive-individual relation to their jobs. Again, the general finding is pertinent that, once a certain level of status and income is reached, the individual loses to some degree his interest in further status and income, and tends to emphasize the importance of independence and the chance to make his own decisions.

That it is not only a few articulate individuals who are of such mind is suggested by the fact that even those bastians of restricted rationality—the large scale business organizations—today are showing signs of changes, in which individuals in middle-management and even lower positions are being given increasing independence. In the broad perspectives suggested by these four simple types of work orientations, such changes in bureacratic structure may be seen as minor, yet they may be taken as indicative.

This discussion of work orientations, and of the relations of these orientations to the development of individuality or autonomy has been impressionistic, and has relied on some simplistic and artificial sensitizing categories. My purpose has not been to be definitive, however, but rather to be suggestive. Above all, I hope that I have succeeded in suggesting that current conceptions of the relation of individual to his work are unduly restricted in their perspective, and that a closer attention to the interpenetrant nature of individual and his community might identify potentials in both individual and social life that are currently being neglected in current policies, practices and programs, including those of vocational counseling.

Fourth General Session

Address:

THE PREPARATION OF COUNSELORS FOR VOCATIONAL COUNSELING: SOME COMMENTS CONCERNING THE STRINER, GROSS, AND HANSEN PRESENTATIONS

Edward C. Roeber, Holmstedt Professor of Education
Indiana State University, Terre Haute, Indiana

It is the intent of these comments to review briefly, relationships among the three presentations and to examine any recommendations which the authors have for programs which prepare counselors for vocational counseling responsibilities. I have attempted to interpret the Striner, Gross, and Hansen presentations in terms of what I hear them saying to counselor educators.

Relationships Among The Presentations

Based upon first impressions, the three presenters seem to develop quite different theses:

> Striner builds a strong case for counselors, while at the same time he recognizes that they alone cannot meet the counseling needs of American society.
>
> Gross is saying that the social structure can be of assistance in changing occupational choice behaviors by the communication of information.
>
> Hansen is saying counselors who rely solely upon psychological understandings of man disregard ways in which man and his work are reciprocally related within a socio-cultural context.

A further examination, however, reveals what seem to be somewhat interlocking relationships among the three presentations. These relationships have definite implications for counselor education programs, for counselors on the job, and for the development of adequate vocational counseling in all school and other community settings.

As an economist who is enlightened on the subject of counseling and its relationship to employment and manpower policies, Striner is caught between a realization that counseling (the face-to-face variety) is indispensable in American society and, at the same time, that the supply of counselors is grossly inadequate to meet the demand for them. Striner bases his conclusions on the convictions that a need for counseling permeates every fabric of our society and that the supply of counselors can never meet the demand.

In the sense that there are not enough counselors to provide face-to-face relationships in the traditional manner, Striner is a realist. He is convinced that counselors will remain in short supply and that counselor education programs must explore ways in which to prepare counselors and other supporting personnel who can spread the effect of their special forms of preparation to more people than is now the case with traditional approaches to counseling. It is also to this point that Gross speaks as a sociologist with more than ordinary insights into counseling and counselor education.

As I interpret Gross' major theme, he is stressing the importance of communicating critical information in the process of vocational development. In this latter process, with the intent of communicating information essential to vocational development, face-to-face relationships between counselor and client may be less efficient than the proper use of the social structure as a vehicle for communication. Gross recognizes that several factors, such as large-scale organization, labor markets, local community structures, race and ethnicity, and patterns of stratification, can be either barriers or instrumentalities for communication about and change of vocational patterns. With the proper use of the social structure, counselors' unique face-to-face relationships could serve goals other than providing information.

Both Striner and Gross are concerned about ways in which counselors, perhaps in combination with supporting personnel, can better meet the vocational counseling needs of America.

Turning to Hansen's presentation, I hear him saying that counselors have neglected the interpenetrant nature of the individual and his community—figuratively speaking, they have concentrated upon understanding the individual in a vacuum. More specifically he elaborates his point of view in the following manner.

> . . . the individual and the job must be placed in a socio-cultural context; to ask questions about the relation of the individual to his job is to ask not only what goes on within the individual, not only what his interpersonal relations are within the work setting, but also how these phenomena relate to what's going on in the community and society.
>
> To this point I have suggested that neither individuals nor community can be understood without understanding the other, that they are inextricably interpenetrant with one another.

Both sociologists, Gross and Hansen, seem to be stressing the importance of understanding relationships between social structures and individuals who live and develop work patterns within these social structures. This point of view would certainly be consistent with our expectations from sociologists; however in their professional work both Gross and Hansen have had repeated contacts with counselors and counselor educators. Their points of view cannot be dismissed on the grounds that they lack knowledge about counselor education and the products of counselor education programs.

On one theme, the three presentations seem to be consistent, i.e., counselor education programs must explore ways in which to prepare counselors for changing roles and responsibilities with respect to vocational counseling. I sense that each of the experts is talking about changes in vocational counseling and counselor education that, if implemented in practice, might have far-reaching effects.

Counselor Education for Vocational Counseling

In attempting to pull together the suggestions for counselor education from the presentations I was impressed with the way in which suggestions could be placed into three groups. These groups are not mutually exclusive and rightly complement each other. In brief form, most of the suggestions by Striner, Gross, and Hansen can be sorted into the following categories: (a) interdisciplinary understanding of vocational development, (b) provisions for the use of information in vocational development, and (c) a systems approach to providing assistance in vocational development.

Interdisciplinary Understandings

Both Gross and Hansen stress what they consider to be an essential but neglected facet of counselor education, i.e., the importance of understanding man and his vocational development in a socio-cultural milieu. I sense that their presentations implicitly recommend some combination of didactic and field experiences in sociology, cultural anthropology, and social psychology, which might broaden the traditional orientation of programs of counselor education that focus primarily on psychological understandings of man. (In passing, I seem to remember some psychologists who feel there is not sufficient psychology-oriented understandings in counselor education.)

In American social structure, Gross feels there are some key elements that have a direct bearing on manpower policy and that counselors may well play a role in implementing and controlling that policy. In illustrating one element, race and ethnicity, Gross uses the employment office to show how the social structure should influence both counselors and clients.

> Attempting to deal with them, according to traditional counseling conceptions, one at a time and assuming that the client voluntarily presents himself for a service which he desires, and presents himself to a professional whose authority he respects—none of these assumptions is tenable. A wholesale revision of the counseling approach so that it is adapted to the group character of the client is in order. The leadership of these groups will have to be brought directly into the planning process as employment offices are set up. They will have to be involved directly in counseling itself, in the form of the use of counselors who are also members of the groups, in careful follow-ups of the experience of placed clients, with the help of the minority top leadership itself and other measures of this kind.

He uses other elements, such as large-scale organization, labor markets, local community structure, and stratification patterns, to illustrate how significant an understanding of the social structure should be to counselors who facilitate the vocational development of clients.

By relating degrees of work alienation to the development and exercise of human autonomy, Hansen outlines a two-dimensional schema for understanding man's work orientations. This schema is predicated upon a number of observations about man, work, society, and counseling:

> Society is made up of individuals, but, somewhat paradoxically, it is something more; society is individuals in interaction with one another, it is their interlinking relationships, which at any one time hold some pattern coherence, but also may be constantly in flux.
>
> It is generally accepted that, as the individual's capacities for

> cognitive awareness emerge, he is increasingly influenced by his experiences which, however unique, are in overwhelming part interpersonal and social. In this process the individual alters and continues the experiences, restructuring them in socially relevant fashion as he fits them into arrangements of symbolic representations.
>
> . . . neither individuals nor community can be understood without understanding the other, that they are inextricably interpenetrant with one another.
>
> For counseling requires an ability to recognize the social relevance of a client's actions, to recognize his capacities for change, and to relate these capacities to changes in the social contexts in which the individual lives and works and is likely to live and work.
>
> Though counseling, as any human art, necessarily involves the exercise of common-sense if the counseling of today is to improve, common-sense, empathy and intuition must be supplemented by more powerful and sensitive conceptualizations of man and his society.
>
> I'm suggesting that counseling requires a coherent theory in which knowledge, evaluation and action are related in such a way as to account for even self-transcendence and self-negation, and in which this process in one person relates to those in others in such a way that the dynamic stability of a community can be understood.
>
> Even if cognitive independence is developed, however, the individual may be far from capable of independent choice of action, and even further short of autonomy: free choice of action requires not only cognitive freedom, but freedom to evaluate possibilities within a perspective not imposed by coercion, manipulation or other control, nor imposed (as is so easily the case when evaluative capacities are underdeveloped) by primitive emotion.

These quotations indicate the depth of understandings which Hansen feels counselors must possess in order to work effectively with clients and their vocational development.

Taken in combination, the presentations of Gross and Hansen underscore the need for re-assessing the interdisciplinary facets of programs which purport to prepare counselors for vocational counseling. This need has also been recognized in the standards adopted for counselor education programs—thus this suggestion should cause no strain.

There is one point at which Gross and Hansen are vulnerable, e.g., the lack of interest on the part of some sociologists and of representatives of other disciplines to provide the sociological and other understandings needed by counselors. Stated rather frankly, some kinds of learning are "hard to come by" in some institutions of higher education. Teachers, counselors, and other personnel, taking courses in departments or schools of education are persona non grata in some "pure" sociology, anthropology, economics, and psychology courses—unless of course they major in these latter disciplines. Counselor educators must probably assume their share of the blame for lack of communication with the other disciplines; however, "it takes two to tango" or to develop a strong interdisciplinary emphasis for programs of counselor education.

Information in the Vocational Development Process

Information has long been recognized as playing an important role in vocational development. Just what part it plays has been a moot question, varying from those who feel it plays a critical role to others who see it in a very minor role. Both Striner and Gross seem to place more than average value in information but not to the exclusion of face-to-face relationships. "Information," in this case, refers to personal and/or psychometric information in addition to information about work and education.

Gross places considerable emphasis upon the social structure as a means of transmitting information, a task which he sees as critically important to the vocational development of clients and to the attainment of national manpower policies. His respect for counselors is reflected in the following statement:

> Insofar as the shape of the occupational structure comes under deliberate control, the counselor's skills become critical. His professional values, including that of the free choice of the individual in the light of best knowledge of capabilities and opportunities, provide a balance to the understandingly impetuous efforts of government to sort and sift and find jobs.

As I read Gross' presentation, my concern for the relative importance he attaches to information and to face-to-face (counseling) relationships grew substantially and did not subside after several more readings.

Along with many other counselor educators, I would agree with Gross and Striner that information about clients and about work and education play an important role in the vocational development process—but so do face-to-face relationships and many other combinations of relationships, experiences, and resources. We could probably find some agreement among counselor educators that there are many ways in which this information can be made available and meaningful to members of the American society.

Gross makes a strong case for recognizing that the social structure is a potent transmitter of information—and his insights deserve attention in the preparation of counselors. Likewise Striner's emphasis upon computer-oriented techniques for providing information deserve careful consideration—and, in a few, scattered instances, such procedures are already becoming a part of counselor education programs.

In his suggestions, Striner is convinced that the computer can become a most useful way in which to transmit information to clients, supposedly for the purpose of releasing more of the counselors' time for fruitful face-to-face counseling. Again some of the talk about releasing time for face-to-face counseling (Striner even mentions counseling some employers whom he feels are disadvantaged) makes me question his perceptions of counseling. Particularly I was astounded by his belief that computers would soon be a key factor in this process (counseling)—presumably he was referring to his new and still vague perception of counseling which relies heavily upon the dissemination of relevant information to clients.

A Systems Approach

While Gross' approach to communicating information by means of the social structure is implicitly related to a systems approach, Striner's presentation boldly suggests this possibility. He is also bold when he raises the ghost of the CAUSE project and says "it had to happen," when he calls it "a first, primitive step in a new direction," and when he says—

> Other steps which represent departures from the usual will have to follow if the profession is to keep pace with the changes in demands for its services.

While the blood pressure of counselor educators is rising to abnormal levels, they might as well break all records and examine Striner's four recommendations:

> A. The face-to-face relationship of counseling should be but one part of a **counseling process,** and a lesser one perhaps.
>
> B. This process must look increasingly to the use of computer-oriented techniques.
>
> C. A counseling process must also be related increasingly to other parts of a system dealing with labor market and skill needs.
>
> D. New techniques for supportive conditioning of the counselee must be developed in order to lessen the amount of time needed for counseling in a one-to-one social environment. (p. 9)

Looking at Striner's first recommendation, I am not clear about his terminology. Did he actually mean "counseling process" or "vocational development process?" If these words were interchanged, the meaning would not be destroyed and, in all probability, it would be acceptable to many counselor educators. If Striner persists in his present use of "counseling process," he is returning to a former era when the meaning of "counseling" was diffuse and almost meaningless. To return to that era would not maintain face-to-face relationships at acceptable levels either quantitatively or qualitatively.

The use of the computer in Striner's so-called counseling process leaves me with mixed reactions. Certainly computer-oriented techniques may find increased usage in the vocational development process, particularly in bringing information to the attention of clients; however, the use of the computer as a substitute for a counselor in a face-to-face relationship would dehumanize counseling to the extent that the latter would become extinct as we recognize it today.

Linking the counseling process (or better the vocational development process) to other parts of a system makes good sense as long as the individual has the freedom to make his own decisions.

Implicitly at least, Striner indicates counseling is linked with supportive conditioning, an interesting association which may not be popular with counselors and counselor educators who perceive other goals for face-to-face relationships. As a matter of semantics, the purpose of supportive conditioning is not clear in Striner's recommendation. Who determines the goals of his supportive conditioning, an economist, a national manpower commission, or an employment office?

Unless restated in more humanistic language, Striner's "facts of life" (his expression and not mine) sound like a preview of Huxley's **Brave New World.** Serious questions might be raised whether the ends justify Striner's expressed means, or whether his "medicine" isn't worse than the "disease." In any case, I would guess that counselor educators are not likely to stampede in their attempt to implement his steps as they are currently stated in his paper.

With computer-oriented techniques and supportive conditioning increasingly important and face-to-face relationships playing a lesser role in Striner's implied counselor education program, I am confused about the substantive content of counselor education. Particularly, with the need for increased interdisciplinary understandings proposed by Gross and Hansen, I cannot discern the priorities (a fact of life for counselor educators) in a counselor education program.

Although I cannot develop much enthusiasm for Striner's four steps that would balance the supply and demand of counselors, I am impressed by two of Striner's statements which imply a more warm-blooded systems approach to the proper utilization of counselors' talents:

> This, again, places counseling in the role of "bridging," a function which in this increasingly complex world emerges as one of special significance and importance. I would suggest then, that the counselor must become an orchestrator of a musical score, combining and using technology and personnel from outside of what he used to see as his family circle. The counselor is increasingly a part of a system. He must, **at once,** use and be a **part** of this system if he is to succeed in his mission. This all implies a new type of counselor, a new type of training—and, I suppose, some retraining. Above all, there must emerge a clear perception of the role of the counselor as the **only** individual who is in a position to draw together and synthesize the many strands of information on the basis of which the client can arrive at a solution which the client feels gives him the best chance for success—whatever his goal.
>
> I suppose that what I have described in this paper is a move away from counseling solely as a personal function to counseling as a sociopersonal function. The counselor may become one of many who, in face-to-face relationships with clients, provides the kind of personal help which has always been regarded as the hallmark of the profession. Changes in our social and economic fabric would seem to dictate that in the field of counseling, as in most other fields, roles and responsibilities must shift in order to serve these changes.

These two paragraphs have a vision which seems worthy of consideration by counselor educators. They do not negate the importance of face-to-face relationships. Striner does seem to suggest that counselors utilize all possible resources so that a larger range of clients can develop effective working lives and roles in American society. His perception of the new counselor is one who can assume **new responsibilities and new goals** in addition to new relationships with members of a vocational development team.

In preparing these counselors, programs of counselor education will of necessity have to explore the types of personnel needed for these vocational development teams, i.e., in addition to the counselor, what other professionals and para-professionals can best do the job. (This strategy receives some support from Gross' statement regarding the evolution of the health service team.) Having once determined the nature of the vocational development team, counselor educators (and others knowledgeable about vocational development) could determine the programs of preparation suitable for professionals and para-professionals—and how counselor education could assume responsibility for these preparation programs. It would seem logical to assume that, if counselors and other members of the vocational development team were in coordinated preparation programs, they might find it easier to coordinate their activities on the job.

Whether or not counselor educators assume leadership in the development of a vocational development team, or they are pushed into such an arrangement, or some other group of professionals is given the task, by American society, direct legislation, or administrators of permissive legislation, is a moot question. Perhaps the ideas expressed by Gross regarding the social structure and its influence may have implications for counselor educators and their professional planning behaviors—and thus serve dual purposes.

A Final Comment

Each reading of the three papers yielded new meanings and possible implications for counselor education. I have touched only what seems to be some communalities. I do not see my task as writing lengthy summaries and conclusions that could be substituted for reading the original materials. The three presenters, Striner, Gross, and Hansen, are emimently qualified to discuss their subjects. Their points of view deserve further discussion and consideration. This commentary and the original presentations may hopefully encourage counselor educators to engage in continuing dialogues on vocational development and vocational counseling in American society.

Fifth General Session

Address:

THE ROLE OF THE DIVISION OF VOCATIONAL AND TECHNICAL EDUCATION IN GUIDANCE

Merle E. Strong, Director, Program Service Branch
Division of Vocational and Technical Education
U.S. Office of Education

The opportunity is appreciated to share with you views on the vocational division's role, and responsibility, in the area of vocational guidance. At the outset, let me say that many of the ideas that will be expressed, I do not see exclusively as the role of the vocational division. The job to be done is a huge one—large enough for many groups and individuals to be involved. I particularly want to say that we need to work very closely with the total guidance expertise in the Office of Education, i.e., Frank Sievers, Don Twiford and his staff and others. My remarks have not been designed to be controversial; however, I am aware that there may be some differences of opinion, probably not in terms of what the job is, but in terms of how it should be done.

In proceeding I would like to indicate a few of the problems as I see them related to the Division's role. First of all we have a problem of communication and I am hopeful that this meeting will modify this. This communication problem is at all levels. We have problems of communication among the various federal agencies. There are so many other agencies with related concerns that we cannot cover all of their relevant meetings or conferences, but we are trying to keep in touch. And certainly we have some communication problems with States, particularly with counselor education personnel, and at the supervisory and local levels. We are involved with a role spelled out by legislation without adequate resources committed to this purpose. This is the point that Herb Striner was making if I understood him correctly. In our division we are staffed with only one person working exclusively in guidance, David Pritchard. We have a second person, Emanuel Weinstein, who works mainly in the area of occupational information and has a background in occupational analysis.

It is my belief that the States have not provided adequate resources for vocational aspects of guidance. This then is another of the problems that I see in spelling out our role. What I am saying is that the role that I will suggest may be more idealistic than I would like it to be, because I think we should have a greater capability than presently exists.

Another problem area relates to the role of the Office of Education within the total government structure. What is the proper role of the Office of Education as it relates to the roles of such agencies as the Bureau of Labor Statistics, the Bureau of Employment Security, and others.

In the past two or three years it has been my privilege to work very closely with a number of leaders in the guidance field, and occasionally I hear a question raised about why the division should be interested in guidance. Why should vocational education sponsor a conference of this kind? I would like to address myself to these questions by looking at the legislation and at the background of this legislation.

First of all if I were to try to describe in one sentence the mission of vocational education I would say that our purpose is to provide vocational education programs so that all persons of all ages and all communities in the States will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment and which is suited to their needs, interests and abilities to benefit from such instruction. This probably sounds familiar to some of you and I hope it does. This is the Statement of Purpose in the Vocational Education Act of 1963.

For a number of years the great concern and major emphasis was the discovery and education of the academically talented. More recently it has become evident that efforts along that line are not enough to create and preserve a strong nation. Each member of our society has a unique contribution to make and only as we prepare him to make his contribution by helping to develop suitable attitudes toward his work can he hope to realize his full potential. It is my strong belief that guidance counselors are a great resource for preparing a working society. The recognition by counselors of a need for all persons to be prepared for the world of work so as to function at the optimum of their ability can lead those whom they would counsel to become effective members of society. I say this with a strong conviction in spite of some of the comments that Dr. Hansen made about hippies yesterday. I may not have understood the implication, but I am thoroughly convinced that work and the preparation of work is central in terms of each individual fitting into our society.

Let me mention some of the background that led to the Vocational Education Act of 1963. In 1961, under President Kennedy, the Secretary of Health, Education, and Welfare appointed a panel of consultants on vocational education. It was from the recommendations of this panel that the Vocational Act of 1963 was written. The panel, realizing the importance of guidance, recommended that in order to insure quality in all vocational and technical education programs, occupational information and guidance services be made available to all students, and that the State and national leadership for these programs be supported and coordinated by the Division of Vocational and Technical Education in the U.S. Office of Education. They further recommended that federal funds be made available to provide consultative services for vocational guidance in U.S. Office of Education, and in the agency responsible for vocational education in each State. They cited areas of service common to all occupational categories of vocational education. Among these were occupational information and vocational guidance. The panel also indicated that effective vocational guidance services should be provided within the schools from which the students are recruited and within the schools which provide vocational education programs, and that effective placement and follow-up services should be provided for graduates of pre-employment programs. Their goal was for a broad interpretation of guidance as affecting social and civic competence, not just job placement.

The panel indicated that vocational guidance, vocational counseling and occupational information are vital elements of the broader area of guidance and counseling. It seemed reasonable to the panel therefore that students should be entitled to the advice and counsel of specialists who have an exceptional understanding of the world of work and its complexities, as well as a professional background in guidance and counseling. Many of the panel's recommendations were incorporated into the Vocational Education Act of 1963 and it contains strong provisions for the support of the guidance program.

The Act also requires that each State Plan provide for cooperative arrangements with the system of public employment offices in the State. These offices would be asked to make available to the State Board for Vocational Education and to local educational agencies information needed to plan adequate programs. Similar arrangements with public schools would furnish employment service information regarding the qualifications of persons who will be completing programs in their schools. This arrangement has been implemented to some extent but must be further improved in order to maximize the benefits that can accrue from this type of cooperation.

Recently our staff developed a statement on guidance for use with some of the leaders in vocational education — specifically, state directors of vocational education—to apprise them of what we think our responsibilities are under the Act. A number of the statements are idealistic in terms of our present resources. It is our strong feeling that there needs to be some reallocation of the resources that are presently available and there needs to be additional resources added in this area.

I think vocational education is one of those rashes, using Dr. Hansen's terminology, that must be supported by a vocational guidance program if it is to carry out the charge that has been put to it. Guidance will benefit individuals and society if youth and adults are helped to make realistic vocational choices—choices that are realistic in terms of labor market needs and their interests and talents. In many meetings that I have attended in the last several years where professionals in guidance were involved, there was some resistance to talking about the vocational aspects of guidance except in some complete context in terms of the guidance role. I suspect that this is proper. However, it seems to me that in some cases this has been an excuse to ignore vocational aspects completely. Hopefully in the days that remain in this meeting you can consider many factors but at the same time focus on vocational aspects to the degree that there can be an impact on this particular problem.

I have a strong bias that the vocational aspects of counseling are too often ignored. May I give you a few evidences which I hope are typical. Many of you are familiar with the report of Ray Strowig and Phil Perone of the University of Wisconsin made a couple of years ago at the first Arlie House Conference. According to this study, only about 50 percent of the programs that were surveyed had any identifiable content in the vocational aspects of guidance based on course titles and other kinds of descriptive material. I hope this was an inaccurate type of survey, but I am afraid there is validity in it.

Within the last few weeks I attended a national meeting sponsored by the National Restaurant Association in Chicago. It was concerned with helping a major food industry decide what might be done in the area of occupational information for public school people. This is one of the second or third largest industries in the country, and it is facing very serious personnel shortages. In this meeting there were several local counselors, one of whom was from a junior high school. When he was asked the kind of occupational information he could use, he replied that there wasn't anything really that he could use. This was not a part of his job—getting involved in anything concerning the vocational aspects of counseling. He listed the things he did, and I suspect that some other counselors are involved in some of the same trivia that he mentioned including looking after attendance. Vocational guidance was not a part of his job as he saw it. One might ask where he received his counselor education and what kind of a philosophy does his supervisor have?

Now let me return to a discussion of the division's statement that I mentioned earlier. This statement was developed primarily for the State directors. The statement begins with a discussion of the complexity of choosing from the 22,000 jobs, about the problem of choice and identifying opportunities and training programs, and about the responsibilities identified in the Vocational Education Act of 1963. One of these responsibilities is that the State Plan for Vocational Education shall provide for such vocational guidance and counseling personnel and services as are required by the program served. The State Plan shall also provide that the State Board maintain an adequate staff to 1) develop, secure and distribute occupational information, 2) provide consultative services concerning the vocational aspects of guidance, 3) give leadership to the promotion and supervision of better vocational guidance services at the local level. In carrying out these responsibilities the State Board shall utilize the resources of the State Employment Service. The statement emphasized that vocational education has a shared responsibility with the total guidance and educational system to provide all youths and adults with information and other guidance and counseling services necessary for realistic vocational planning. Adults are purposefully mentioned several times because over half our vocational education is for adults and so far we have done an inadequate job providing guidance and counseling services for that particular group. The state directors are reminded that the authority is sufficiently broad to encourage the provision of services, leadership, and financial help at any age level. It has also been pointed out that guidance services should provide a positive influence on the development of sound programs that will help to prepare individuals for suitable employment. It seems to me that those who are involved in discovering what is needed in the world of work should be in a position to serve as a catalyst in the school system to help develop curriculum approaches that would better suit the needs of youth. The statement also points out that vocational education has a share in the responsibility for providing specifically selected and adapted guidance and counseling services necessary to the success of those with various types of handicaps which may impede their progress in vocational development.

Therefore, the statement points out that guidance services should be provided which will make all students aware of the broad range of occupations and vocational education opportunities at the various levels. It also states that all secondary and post-secondary enrollees including every vocational education enrollee should have access to placement services and vocational counseling throughout their secondary and post-secondary school programs and the initial period of adjustment after job entry. Preparatory training, job placement, and follow-up services should be of such quality as to demonstrate that vocational education is sufficiently worthwhile to warrant its application in upgrading, retraining or adjusting to the changing nature of the world of work. Counselors should help relate school programs to the world of employment through contacts with students and employers as well as with faculty and administration.

In order to accomplish these aims, State directors have certain specific responsibilities. The legislation places on them the responsibility for developing a state plan and an annual projection of program activities which reflect the provisions of the Vocational Education Act of 1963. They have the responsibility to establish a structure as a part of the Vocational Education Department or in cooperation with another department or departments which will insure the carrying out of the State Board's responsibility relating to vocational guidance. With respect to this latter responsibility I must say loud and clear that our division of vocational education does not see the setting up of any kind of a dicotomy in guidance, i.e., in terms of vocational guidance versus other guidance. We see the job being accomplished through the entire guidance community.

It may be that there is some need for specialization. We have several organizational patterns in state departments of education. My personal feeling is that there is no single right way to organize these services because in each of the three general patterns I have seen very successful programs. In each of the patterns I have also seen ineffective ones. The important point is that state directors should provide for supervisions and other related services which are needed to develop and maintain appropriate guidance services at the local level. They need to develop plans for adequate financing of vocational guidance services, and such plans need to be developed in cooperation with those responsible for other aspects of the total guidance program and for allocating funds from other Federal-State resources. The State directors have been encouraged to cooperate with colleges and universities to strengthen the vocational guidance and counseling aspects of counselor education programs. This cooperation is needed in order to assure that counselors are being suitably prepared in the vocational aspects of guidance and counseling. The directors have also been encouraged to provide inservice programs for working counselors. Guidelines and standards for effective programs relating to the vocational aspects of guidance in the local schools, including vocational appraisal services, occupational information, exploratory opportunities, work-study opportunities, placement, follow-up and evaluation should be developed.

In looking forward to new legislation it is hoped that several innovations will be possible. One of the more important proposals for an experimental and demonstration program consists of four basic ideas. The first concept is concerned with providing effective vocational guidance at the junior high school level. Such programs would attempt to acquaint youth at this level with the world of work through the provision of occupational information, exploratory experiences, and vocational counseling. The second part of the proposal is for work-study type programs with a broad base. An effort would be made to help all youth—not just those who are not going to college—experience work in some kind of an organized way. Schools would be encouraged to recognize the educational value of these experiences and provide supervision and credit for them. The third aspect of the program would encourage secondary schools to assume the same responsibility for all youth that it tends to assume for those going on to college. By this I mean the responsibility for helping all youth make a transition to their next step whatever it is. This would involve more active assistance in placement of students, follow-up and other essential assistance during the transition period. The fourth part of the program is concerned with feedback of information and its implication for curriculum change.

Although this is vocational education legislation, it appears to me to be basically a guidance and counseling program. Such legislation should give guidance persons an apportunity to do some of the things that they presently do not have the resources to do. I am excited about this legislation and hope that it will be enacted.

In closing let me say that I am hopeful that in these few minutes I may have given you a better understanding of the position of the division in terms of the vocational aspects of guidance. I hope that we will find ways of bringing the total team together to work on the vocational aspects of guidance and thus to get the job done which needs to be done.

Sixth General Session

AVA-APGA: RESPONSIBILITIES IN VOCATIONAL GUIDANCE

Dialogue:

Lowell A. Burkett, Executive Director, AVA
Willis E. Dugan, Executive Director, APGA

Lowell Burkett

First, I want to tell you how pleased we in AVA are to be co-sponsors with APGA of this conference. Personally, and professionally, I am always delighted to cooperate with people in the field of guidance because I see the great need, particularly as Merle Strong has pointed out in his presentation, of us being a part of the total education program. We enjoy the personal relationships with Bill Dugan in Washington and also the relationships with guidance people throughout the nation. The opportunity to work with you people here, to learn about your concerns, and to see if we can make some contribution is indeed a real pleasure.

Willis Dugan

Very good, Lowell, to review the origins of this conference, I would like to recall our conversations last year at Marquette, that generated a small, informal meeting. I think Merle Strong, Ken Hoyt, John Odgers, and David Pritchard, met with us to consider whether a similar conference or future conferences might be held again this year. As a result, with the cooperation of APGA and AVA, Lowell and I were able to submit to the Office of Education a proposal for this conference. Fortunately, with able assistance from Merle Strong and others in the Office of Education, we were able to obtain funding for this particular conference.

Now, I understand that there is an interest in the possibility of bringing in school administrators, with the thought that we should touch base with those who administer programs and who often may not understand or see vocational guidance or vocational education the way that we do. That might be healthy, interaction experience. I would endorse such a plan because I think that the success of our programs is going to be dependent upon the support of the institutions, the policies that are made in those institutions and the commitment that the institutions have toward these programs. I see a great need for better communication with administrators.

I have been very interested, Lowell, in the size and the objectives of AVA. I wonder if many of the counselor educators here are aware of the fact that you have a very large national organization with strong, state branches.

Lowell Burkett

Bill, we do have a comparatively large organization. It is not as large as we'd like to have, because as a volunteer professional organization not all the people in the field are members. We have a membership of approximately 40,000. I believe that our membership chairman said that he had set a goal of 40,000 and lacked 35 at the end of the year.

Willis Dugan

What is your projection, Lowell? What do you see in the next five or ten years?

Lowell Burkett

The estimate that is being made currently is that by 1970 there will be about 135,000 people involved professionally in the field of vocational education. This is compared to something like 80,000 at the present time.

Bill Dugan

Merle Strong knows a lot—is it higher than that, Merle?

Merle Strong

We are using 140,000 plus.

Bill Dugan

That includes the related fields too, teachers and all. Projections about the numbers of counselors are hard to come by, and there may be some people here from the Office of Education that have more current figures. The latest that we have from the Inter-agency Task Force on Counseling, including settings, such as Employment Services, Rehabilitation schools, colleges, and agencies, is that there are a total of about 50,000 counselors. Of these about 30,000 are in the public schools—mostly secondary schools. The projection was that we would have need for about 95 to 100,000 counselors by 1970, and perhaps 200,000 counselors needed by 1975.

Our membership in APGA covers eight different settings or functions and at the present time is about 25,000. This is quite a bit smaller than AVA; yet we have hopes of bringing that up to 35 or 40,000 and I would say ultimately we ought to have 50,000 or more members. This expectation should e reached if the number of counselors in the field is 100,000 or more.

Lowell Burkett

We set goals in membership. We have a commitment from the states now that they will reach the 60,000 mark next year. Although this may seem unrealistic to some people, I think it is possible.

Willis Dugan

Lowell, I understand your building nearly fell down. What happened that the AVA was crumbling at the foundation at one point?

Lowell Burkett

We did manage to move out before it fell down. I understand that you are moving before your building does.

Willis Dugan

Right! On September 7 we are going to move APGA headquarters. Our old building is a very pleasant and sentimental place but quite inefficient for a headquarters. We have been authorized to move to the building that we own next door, at 1607 New Hampshire Avenue, N. W. We will have four floors and much more attractive and efficient offices. We are looking forward to that move but not quite the same way you will when you move into your new building.

Lowell Burkett

We did purchase a building. After moving into it and being there about three months the United States Government built a building next to us. They undermined our building and dropped the wall about three inches. Of course this was very hazardous to a small building such as ours and we were forced to move out. We had to tear the building down and are in temporary quarters at 1025 15th Street, N. W. at the present time. We then sold the land on which our building was located to a developer. The developer is building a new building on that piece of property plus the property next to it. It will be a large, nine story building with about 5,000 square feet on each floor. We are moving in about July 1, 1968. We will have a lease to move in the building and an option to purchase the building at the end of seven years. We hope to be able to do this, and hope that we might even be able to invite you to join us.

Willis Dugan

You would certainly have space there. Now all we must do is sell our building.

Lowell Burkett

Bill, how large a staff do you have?

Willis Dugan

Well, roughly 35. We have 10 professionals and about 25 clerical and technical workers.

Lowell Burkett

We have a staff of 31 in Washington and a staff of 6 in Ankara, Turkey at the present time.

Willis Dugan

Is that a contract you have with AID?

Lowell Burkett

Yes, it's with the Agency of International Development. We will provide assistance in teacher education in the field of vocational-technical education for the government of Turkey. Our work is in the Men's Technical Teachers Training College in Ankara. At the present time we are operating on a two year contract.

Willis Dugan

One of AVA's major efforts is in the field of federal relations and legislation. I imagine the participants in this conference would like to know what stake you had in the Vocational Education Act of 1963, and the implications of the amendments that are now before Congress, for that Act.

Lowell Burkett

The American Vocational Association has had as one of its major objectives over the years the encouragement of adequate legislation to implement the programs of vocational education in the states and local communities. AVA was instrumental in the promotion of the initial federal legislation for vocational education, the Smith-Hughes Act. It has since been active in all vocational education legislation. It was very active in getting the Panel of Consultants established which Merle Strong alluded to in his presentation. In fact, AVA was promoting this concept with the President of the United States even before he was elected. We have been very active in working with Congress at their request. This is always essential to the passage of any legislation. Information is needed to support legislation. We feel it is our responsibility to bring in competent witnesses to provide information to members of Congress.

We were very helpful, I think, to the Congress in interpreting what the Panel of Consultants actually meant in its report. Early Federal legislation, as Merle mentioned, focused on program fields, but the Panel of Consultants was concerned about people. And was instrumental in changing the focus to people in the Vocational Education Act of 1963.

The Advisory Council on Vocational Education was established in the Vocational Education Act of 1963 to evaluate and make recommendations to the Congress. We are working very closely with the Council and have provided them data that is needed in order that they might make an assessment of where we are and where we should be going in the future in vocational education.

Even prior to the report of the Advisory Council the Congress saw certain needs and changes in the Vocational Education Act of 1963. Additional legislation was introduced in the 89th Congress. Hearings were held in the House and it was reported out by the General Education Subcommittee. It was introduced in the 90th Congress by both the chairman of the House General Education Subcommittee and also the Chairman of the Committee on Education and Labor. We anticipate that Congress will give some attention to it this year.

I will give you a little information as to what is included in this proposed legislation. Those of you who have read the Vocational Education Act of 1963 will recall that the authorization is for 225 million dollars. The proposal last year raised the authorization to 400 million dollars a year. We are proposing, and have evidence to show a need for, a billion dollars in federal funds for vocational education by 1970. We estimate that it will take two and a half billion dollars to support an adequate vocational program in the United States by 1970. Two and a half billion dollars. There is a provision in the proposed legislation for teacher training. We see a need to train 35,000 new teachers between now and 1970.

Another provision in the bill is to establish residential schools for the disadvantaged. It proposes 10 million dollars for the first year to plan the facilities and a hundred million dollars a year for the next three years to build, and equip and operate these schools. In addition we see a need to continue the work-study concept which was introduced in the 1963 Act. It was funded $25,000,000 the first year and ten million dollars this last year, and ten million dollars this year. The Bureau of the Budget has been trying to phase out the vocational work-study program and put it under NYC. We fought this very strenuously because we see a need to tie the work-study concept with vocational education. We have a great number of youth who come to our institutions who immediately need help in order that they may remain in school. It has been a very successful program. The Congress did transfer $10,000,000 from the budget of OEO over to Vocational Education to fund this program for the current fiscal 1968.

Essentially these are the provisions in the amendment to the 1963 Act. We anticipate, as Merle has indicated, that the Advisory Council report will contain other recommendations that will undoubtedly lead to further legislation within the next year.

Willis Dugan

You know Lowell, I find that one of the areas of considerable demand in Washington from the Congress and various federal agencies and bureaus, is the request for back-up materials or support pertaining to authorizations for programs. Since last August, APGA has offered five separate pieces of testimony before Congressional committees on behalf of certain types of legislation. I imagine that a great many members of AVA and APGA do not realize the extent to which that kind of federal relation places demands upon the national office. Past-president Hoyt testified last August on the Vocational Education Act and the amendments supporting the work-study program. I testified before Edith Green's Committee on the USOE study and the new education Professions Development Act. We testified again before a House Committee on the Higher Education Act, the provisions for loans and scholarships and particularly the new general training authority that puts the manpower concept into the Office of Education.

That particular Act is of interest I think to both AVA and APGA members because it is known as the Education Professions Development Act. It encompasses about 330 million dollars in authorization that has been picked up from the fragmentary training programs that were distributed among many pieces of legislation. One of those was NDEA Title V-B. Everybody knows the impact of that particular program. That, together with Title II and the Fellowship Title and others have been pulled into one package known as the Education Professions Development Act, Public Law 90.35. This act does three things that are essentially quite new. One, it sets up a National Advisory Council of 15 members appointed by the president with a budget for staff and leadership in establishing a manpower development program in the total field of education. Secondly, it imposes upon the Commissioner of Education the responsibility of an annual study of manpower needs and manpower projections in the total field of education—elementary, secondary, post-secondary, vocational-technical, junior college, college and university. The manpower concept of the Labor Department, the Bureau of Labor Statistics and other groups is here translated into action on the educational front. It means, therefore, that the Office of Education will not only have to have the facts and figures about the number of science teachers, vocational education teachers, counselors, school administrators, college business officers, student personnel workers, etc., but they will be required to determine the priorities for training. Third, they will be authorized to institute training programs on a very flexible basis. I think the very forward looking aspect of that new legislation is the great flexibility of one week seminars, of part-time full year programs, workshops, institutes on a full year basis, and a variety of programs that may be proposed and funded.

We used a procedure this year Lowell, that I think you've used in AVA quite successfully. That is, when a national issue or problem arises—such as how this new general training authority should be implemented—we begin preparing a position in our profession. We call in a Task Force of expert people who formulate a position about the problem. Their work then might be presented to the total board for approval.

We called in a group of knowledgeable people to look at this new act, and to come up with a statement of the position of APGA regarding kinds of institutes, priorities for elementary, secondary, vocational, etc. That statement has been reproduced—it is four pages in length—and I have copies here for the members of this audience. We don't call it a policy statement yet, but a preliminary statement of guidelines. It is one of the products of our interest in federal legislation.

Lowell Burkett

Bill, I'd be interested in learning of your evaluation of this legislation, and whether you think you will be able to meet the needs in the guidance and counseling field through this type of legislation.

Willis Dugan

Well, Lowell, this is one of the real problems. You know the Title V-B authorized seven and a quarter million dollars a year and originally that legislation was focused upon the preparation of secondary school counselors who needed to be upgraded or teachers preparing to become counselors. Subsequently the revised guidelines opened up the range to include school social workers, school psychologists, elementary school counselors, secondary school counselors, and college personnel workers—without an increase in the authorization. Now that package is part of the Educational Professions Development Act, and the only guarantee that we have is that we will not receive less. But frankly, it would appear that we would need three or four times as much—that we ought to have 24 to 30 million for the training of this broad spectrum of specialists in pupil personnel and college personnel work. Whether we can get that big a slice of the pie, I don't know.

Lowell Burkett

We are going to try to point up our needs in vocational education along with you. We hope to be working side by side with you.

Willis Dugan

The point is though Lowell, you have in the Vocational Education Act amendments, a categorical training support for Vocational Education teachers and counselors. What is your prediction as to whether you can hold that, or whether that's going to be subsumed under this new Educational Professions Development Act?

Lowell Burkett

I'm sure that we are going to get a great deal of opposition from the Administration to categorical earmarking of funds. However, I think that the Congress at the present time sees this great need, and the whole concept of categorical aid is still not dead.

Willis Dugan

Well, you're taking a positive approach. The reality is that practically every other piece of legislation that has had categorical training in it has been swept into this new general training authority. So I guess all you can do is pray on that one.

Lowell Burkett

Bill, I would be interested in learning something about how you arrive at a general position for your organization in regard to certain issues and problems.

Willis Dugan

Well, Lowell, you know that's a very complex topic. A very difficult one. One base is APGA Senate resolutions. Resolutions are formulated by committees, divisions, branches, any small group, or an individual who has a desire to help APGA take a stand on such issues as juvenile delinquency, Selective Service, the voting franchise for youth, or drugs and narcotics. These resolutions somehow bubble up out of the organization and are brought to the

Senate of APGA. If they are supported by the Senate they certainly represent a firm position that the officers and the administrative staff can identify as the position of the organization.

However, many things that happen within society and government on the national scene happen overnight. We may not have a position. We could therefore look pretty awkward if called upon by Congress or by a government agency to take a stand. We have a Federal Relations Committee that is studying this matter seriously, and their feeling is that we ought to communicate much more thoroughly with the membership of our 47 state branches and with the divisions in order to keep them constantly alerted to issues on which they should work and be prepared with some kind of policy statement or position paper.

The Task Force approach we borrowed, I think, from you. If we can pull in five people that know something, for example, about college housing or college scholarships, this group can draft a preliminary position for the organization. Then we must find a way to carry such statements to the body politic for approval. This can be a little slow sometimes, but generally this is the way we have to do it.

Lowell Burkett

Do you have to make policy decisions and interpret policy yourself, or do you call on individuals in your organization to help you interpret policy? You mentioned that there are things that come up overnight and you have to make a decision tomorrow in regard to what position you take or how you interpret a policy. How do you get by with this one? This is a tough one.

Willis Dugan

Well, Lowell, I've been there one year and I've made all the mistakes that are possible to make in the first year. With reference to policy, we make interpretations. We have to operate the organization on the base of established policy. Yet, I must say this is one of our most serious problems: how do you front for an organization unless there is an efficient method for the establishment of the position that the organization wants to take? Now we do have a board of directors, an effective council of 21 members, that meets three times a year, but there are pretty big gaps between those meetings —sometimes as much as four to six months. This leaves you hanging in limbo sometimes.

What is the size of the board that helps you determine policy?

Lowell Burkett

We have a ten member board and I'm a member of that Board. Members of the Board represent fields of service such as agriculture, trade and industry, home economics, etc. We hope sometime to have a representative from guidance, but we don't have quite enough support from this field.

Willis Dugan

You mean you don't have quite enough members in that division?

Lowell Burkett

Yes, we need 1,000 members to have a representative from a field. We lack a few yet. We hope to get enough members next year so we will have guidance people helping to make policy. We definitely need representation from guidance in the field of vocational education.

Willis Dugan

We have a new constitution this

year that was just passed by a national referendum. There was overwhelming support for streamlining the organization operation and structure of APGA. We're a pretty complicated organization with eight rather autonomous divisions, each with many officers, of course, and with their own boards. However, the new bylaws provide for a Board of Directors with 15 members, and four of these will be drawn out of the State Branches. We are looking forward under this new constitution to having a much more direct line of communication and of action from what we might call 47 field offices—the 47 chartered, State Branches. We think that they represent to us what the field offices throughout the country represent to a corporation. They are the source of leadership, and there is need to respect and attend to the viewpoints and the policy desires of those 47 organized state groups.

Lowell Burkett

Our organization is not a direct membership organization. Our organization is primarily a federation of state organizations, and our House of Delegates is much the same as your Senate. The delegates are the representatives of state organizations that help to formulate policies. We get representation from the states. It is their point of view that is expressed in our House of Delegates meeting each year. We do have a few direct memberships—there is provision in our constitution for them—but when it comes to making policies, the direct members are not involved. They may be involved in the policy making only through the state organization. This has been a policy of our organization over the years. We now have 73 affiliated state organizations. It may seem strange that we would have so many, but in some states we have as many as five organizations. This is because the various fields are not working together in the state. This does not give a cohesiveness that we try to maintain at the national level.

Willis Dugan

I realize that you have resolutions out of that legislative program that point a direction for you, but does your board of directors have or do you yourself have certain policy making authority?

Lowell Burkett

In addition to our House of Delegates, we have a Program Development Committee of which I am the chairman. The President and Past President also serve on this committee. The other members are not named. At any time, I can call in anybody in the association who has a knowledge and background relative to needed legislation and thus form an ad hoc committee for the purpose of dealing with a given subject.

Willis Dugan

In order to come up with a position for AVA?

Lowell Burkett

Right.

Willis Dugan

In other words, the Program Development Committee might be termed the Policy Development Committee?

Lowell Burkett

Yes, it interprets policy. The overall policies are stated in resolutions but the direct position you take on a given thing is made by this ad hoc committee. It is done in consultation many times with a lot of people rather than with just a few people.

Willis Dugan

I believe we in APGA are coming to see more clearly the need to have a positive and prepared line of approach on national issues rather than a Johnny-come-lately, reactive, approach to that which somebody else proposes. We are beginning to feel very strongly that we're not serving the best interest of the profession if we merely react to something that is produced and promoted by someone else. Consequently, our Federal Relations Committee is looking for new ways of getting into communication with Congressmen, with government agencies, and policy making people within government agencies, to determine what is on the drawing board for the future. In this way we may have some influence upon the direction of the programming for the legislation. I wonder how you feel about this.

Lowell Burkett

Yes, I think that it is very important to do something like that. AVA has a Resolution's Program-of-Work Committee that meets for about a week each year prior to the convention. They not only draw up the resolutions but also draw up a program of work for the ensuing year which is acted upon by our House of Delegates. We have immediate goals, and then we have the long range goals. In formulating the long range goals we are trying to see some of the needs of the future. These are considered by the House of Delegates and by the membership at large.

Willis Dugan

Lowell, we have talked a bit about accreditation. I would like to say a word about current progress that our organization has made on accreditation standards. In this audience I see Bob Callis down here in the front. Bob was a very effective chairman of a committee on the development of accreditation in the graduate programs for the training of counselors. The current developments on that are simply that in the last three weeks we have met with the Chairman of the National Commission on Accreditation, Frank Dickey, (that's the group that tries to keep the accrediting bodies from proliferating to the point of where there are just too many). Secondly, we met with NCATE which is an authorized accrediting group and developed with them an experimental proposal for the use of the APGA-ACES standards for the training of counselors within the accreditation structure of NCATE. We also agreed to provide, at their request, a list of competent people who might serve on visiting teams who study an institution. Third, we plan to develop, in cooperation with other groups interested in the preparation of counselors, a long range approach to covering those fields which are not now covered. We have copies of that proposal for any who may be interested.

What do you do in accreditation of vocational education?

Lowell Burkett

That is one of the greatest problems we are faced with in the field of vocational education. This is because we are dealing with programs and most accrediting agencies are dealing with institutions. We have a great proliferation of accrediting, or so-called accrediting, groups and many institutions have problems in trying to bring all of them in because of the cost and the time involved. We have been working very closely with the National Commission on Accrediting under Frank Dickey—and William Selden prior to him—and very closely, incidentally, with the Southern Association of Colleges and Schools who is taking a very active role in looking at the problem of accrediting in the field of vocational education. Their concern includes not only the teacher training programs, but also the operating programs themselves. Hopefully, within the next few years we will begin to make some strides in trying to resolve this problem. Of course, the real evaluation of a program is based upon whether the individual coming through the program gets a job. That's the best criterion.

Willis Dugan

Lowell, I would say, being a neophyte in Washington and having just one year behind me, that one of the very pleasant and productive experiences has been to associate with people like you in AVA and other professional organizations and people in government service. This has been a very stimulating and rewarding experience.

I would also like to say that the kind of things we have talked about here we often talk about in each other's offices or over lunch. So this is not a one-shot conversation, but is a continuation of what happens regularly in Washington.

Seventh General Session

RESOURCES FOR VOCATIONAL GUIDANCE

Panel:

Chairman: Dolph Camp
U. S. Regional Office of Education, Dallas, Texas
John G. Odgers, Director
Division of Guidance and Testing, Ohio
Merle E. Strong, Division of Vocational and Technical Education
U. S. Office of Education

Merle Strong

I think I might start in a general way—I'll be conscious of generalities and let John Odgers talk about the specifics of where and how the work is being done. This morning I mentioned briefly the Vocational Education Act and program, but I would like to make the point here that in terms of a resource for training, vocational programs have grown tremendously. This is true in virtually every state in the nation, providing a real resource for training opportunities other than those requiring a baccalaureate.

Six or eight years ago if we were to point the finger and look in some states for training programs of this kind, we wouldn't have been able to find them, in any great number at least. But we are now talking about a national enrollment of somewhere around 6.8 million in 1967. We are talking about an enrollment that is divided about 50-50 between programs for in-school youth of high school age and programs for out-of-school youth, mainly post-high school youth and adults. We are talking about new developments in the area programs for disadvantaged, one of our areas of real concern. We are talking about programs for a broader range of occupations. Traditionally, vocational programs were centered pretty much around agriculture, home economics, and trade and industrial education; but for the gainful employment ones, they were at skilled level. Well, we have moved rapidly in both directions in terms of providing programs at very high levels—technical levels—and at the same time developing programs for those who might not qualify for highly skilled jobs, but who need training to enter the labor market. We are also talking about a broad span in terms of occupational areas . . . there's been great growth, for example, in the health occupation area. Until a few years ago this was primarily practical nursing. It is growing and it needs to grow much more.

Distributive education is expanding; the whole area of office occupations to be funded first under the 1963 act is growing tremendously, and it is growing in many directions other than typing and shorthand, such as the data processing area and so forth.

There is a tremendous growth in terms of the kinds of institutions which it provides. We've had programs traditionally in all the kinds of institutions that we presently have them. In one state the programs would tend to be high school programs. Perhaps in another part of the country it would tend to be post-high school programs. I think the real new direction is that there seems to be rather universal acceptance of the fact that programs need to be offered at all levels or at various levels. In states like California, Oregon and Utah, where programs were predominantly at the post high school level, they're working hard to put programs at the high school level. Some of our Midwest states and Massachusetts, where it was previously stated that if you do a good job at the high school level you don't need programs at the post-high school level, now are scurrying very hard to develop post-high school programs. There is a tremendous concern across the country now for the training of people for occupations requiring less than a baccalaureate degree and these programs will continue to expand undoubtedly providing a resource that we did not have before. I think I'll stop here, John.

John Odgers

Right in line with that, Merle, we can see changes in vocational education that reflect the shift from a program emphasis to a people emphasis. For example, in Ohio we have programs which require a second look to tell whether they're agriculture or business, or T and I or home economics. It really doesn't matter, if they're serving a need.

With this topic I chose to limit my thinking in two ways. One is by looking at community resources. Included in the materials each of you received is a paper, "Coordinating Community Resources for Guidance," which I prepared for delivery at a seminar at Ohio University this summer. The seminar, funded through the Ohio Council for Economic Education, was made up of 50 per cent school counselors and 50 per cent social studies teachers. This approach is a good method for bringing the guidance concept and the occupations concept into the regular classroom.

The state department of education is frequently in a position to serve as a resource for counselor education and I would like to make three or four points which, I think, illustrate this fact. Number one, with the current emphasis that we're getting on vocational education and vocational guidance, state departments need to provide services which help to up-date counselors who are already on the job. When I say state departments I'm thinking of divisions of guidance and testing or guidance services or vocational guidance services. I'll come back to some of these with an example later on. Second, I feel state guidance people have an obligation to communicate continuously with the counselor educators in their state, to interpret counselor education needs and to influence changes in the counselor education program which will reduce a need for a "mop-up" type of in-service education later on. State guidance personnel can introduce new programs, or ideas through in-service education either by the state guidance staff or by people they call into help; but in addition to this, they need to communicate with the counselor educators so that the good of what gets developed, or introduced, this way can be built into counselor education programs at the pre-service level. We must do this. Third, state departments need to give active support to counselor education projects or counselor-educator initiated projects in the state; and to cooperate on such projects, whether they are of a pre-service, in-service, evaluative, or research nature. I think

I'm saying here that the state guidance unit and the counselor education staffs throughout the state, either as individual institutions or as a professional group, need to be working hand in hand in research, evaluation, in-service education, and program development. The state department staff can help to identify and to clarify the things the counselor should know and the skills he should have. But the state staff needs to go one step further than this. Fourth, the state staff needs to provide informational materials and to identify, contact, and motivate resources related to counselor education, both of a pre-service and in-service nature. The resources that the state staff either develops or locates and utilizes in connection with in-service education can very well become valuable adjuncts to the pre-service education programs that counselor education institutions are conducting. Here I'm thinking of things like handbooks, statistical studies or audio-visual materials, as well as people, who play an important part too.

To perform these functions, these four responsibilities; state department staffs need money for staff, for studies, for publications, for sponsoring seminars and for similar activities. I feel very strongly that most of the states have been too generous in distributing NDEA money, and to a certain extent, the vocational education money that they've had, to local programs. In Ohio we have found from discussions with administrators, pupil personnel administrators, our state administrative staff and others that local schools would rather have consultative services, in-service education, research, evaluation, materials, and service than a few extra dollars per counselor. Let me put it this way—we have a staff in the division of Guidance and Testing in Ohio of about 43 people, including 21 professional staff members. Of the 21, three are paid by vocational funds, five are paid from the income from the sale of tests developed as part of our state testing program, and the other 13 are supported primarily by NDEA funds. In a state where we have a million, three hundred thousand dollars in NDEA money, we're spending roughly $300,000 of that at the state level. We are also spending approximately $300,000 of vocational education money, or will be this year, at the state level for services. In addition to that we have about a $300,000 income from the sale of tests. This, of course, goes back into our testing program. Our division of guidance and testing is operating on a budget of just under a million dollars in addition to administering another million and a quarter through reimbursing local schools for approved guidance programs.

Dolph Camp

You say there ought to be dialogue, between the state staff and the counselor educators in a state. Who's primarily responsible for initiating this dialogue?

John Odgers

That's like who comes first, the chicken or the egg, I guess, Dolph. I could go back over the last 20 years and prove about a 50-50 break on who started dialogue on specific projects. I can recall, for example, back in 1960 when Dr. Herman Peters of the Ohio State University camped on my doorstep until we finally came up with $32,000 for a state-wide evaluation of guidance services. It was his idea and it gave him $32,000 for graduate assistants and other manpower to produce the study; but it was terrifically valuable for the state. We worked together that way.

Dolph Camp

I wonder if there's ever any feeling on the part of counselor educators that the state department may be telling them what to teach.

John Odgers

I think there could well be. I think the real challenge is to get communciation channels in a state open enough so that if somebody doesn't like, or is disturbed about, what somebody else is doing he'll go to the source of the irritation and talk about it. I think we've reached that point. In Ohio perhaps some of the newer counselor educators feel that two or three of the old timers there can tell us off in the state department a little more than they might. Sometimes some of the criticisms or suggestions we get come in through George Hill or Dwight Arnold a little more than through some of the newer people—but it does originate some where else. We're happy for constructive criticism because we all grow by it and this is a very important aspect of communication. If you can't develop a four-way communication between your state guidance people, your state vocational people, your counselor educators, and your teacher educators in vocational education, you're sunk. I don't see how counselor educators any more than any other teacher educators can expect to meet real needs unless they use all the resources available to help identify those real needs. That is one of the jobs of state supervisors.

Dolph, I've got a whole list of specifics here. I'm going to sneak one in earlier than I planned but it ties in at this point. Dr. Anne Pruitt is in the audience. She's on a committee with Dr. Russell Getson from Kent State University and two or three of us from the state office. We have planned a three day seminar at one of our state resorts in mid-September on this very topic, "The Vocational Aspects of Guidance." Our keynoters will be Dr. Gysbers from Missouri and Dr. Carl McDaniel from George Washington. We're going to discuss thoroughly, ideas that can be built into our pre-service and in-service counselor education programs in Ohio. I have a hunch that if the counselor educators disagree with some of the projects the state staff is planning they're going to tell us. Together we should come up with some productive new ideas.

Dolph Camp

Well, you answered what I hoped would be brought out when you mentioned about Herm Peters camping on your doorstep until he got some money from you. I was just hoping that we could come out with this idea that it is the responsibility of both the counselor educator and the state department of education to provide a counselor education program that will meet the needs of the kids in that state.

John Odgers

Well, the reverse of this is true as well. One report I think you have in your pack of materials is the "Report of the Vocational Guidance Seminars for 1966." Three years ago we camped on the doorstep of three of our universities and said, "Look, we need to do more to upgrade our counselors in the skills related to vocational aspects of guidance." Together we set up five three-week seminars on the vocational aspects of guidance to run that summer. Since we didn't have any money for them we appealed to our Division of Vocational Education. So again it was a three-way operation, vocational education underwrote it, the counselors who attended were paid travel costs and living expenses and the counselor educators ran the seminars under contract with the State Department of Education. They took so well that the next year we had 15 seminars and this year we again have 15. So we have about 600 already practicing, supervised, experienced school counselors who have been through these seminars. The vocational division now requires that anybody reimbursed as a vocational guidance coordinator must have this as pre-service training for that particular program.

Merle Strong

I would just like to mention a few other dollar resources with which I think you ought to be familiar. First of all, I would say that in the Vocational Education Act of 1963 we are starting to talk about significant kinds of dollars. This next fiscal year we're talking about $270,000,000 in federal funds. You put this with state and local funds, resources from the manpower training act and you're talking about something around a billion dollars. The staff in the manpower division, Bruce Anderson is representing a division here, is really concerned and interested in creating a greater impact in the guidance area and in doing a better job in the guidance area in manpower programs than they have in the past; and they are willing to write guidance and counseling services into each project. Now I think the drawback in getting the job done adequately is the lack of personnel. It's tough to identify the number of personnel needed in the manpower area. There is another source of funds not only for the possible upgrading or training of counseling personnel, but also for helping pay the bills to get the counseling job done that needs to be done. One other point I would make in terms of expenditures—there is considerable research being done under Section IV of the Vocational Education Act of 1963. The Office of Education sees the area of counseling and guidance as one of the important areas in which we need to concentrate research. A number of studies have been completed and I assume that most of you are getting some feedback from that research through the ERIC Center. Is this true? Are all of you getting some kind of ERIC reports now? You all know what I'm talking about. I assume you do.

John Odgers

We're feeding them in but we're not getting much back yet.

Merle Strong

Well, John, I think the system is taking a little bit longer to get really geared up than the optimists had expected. Here is a source of information in terms of research results and here is a possible source of funds for doing some research studies that may help find some answers they need in developing the program.

John Odgers

Another area in terms of resources for counselor educators in the state department of education is that of publications. The extent of this service will vary from state to state. Again it is directly related to money and staff and, of course, staff is directly related to money. I'd like to mention three or four items which are annual or biennial publications of our office.

We have found in the last few years that there are several things counselors would rather have than a few more dollars per counselor. Every year we put out an Ohio College Notebook which lists the freshman class profile and all other detailed information with respect to every college in the state. We think college information is an important aspect of vocational guidance. In addition to the College Notebook we have a counselor's notebook on Ohio Public Technical Education programs which gives the same type of information for all of the public technical schools, the two year and other post-high school programs. Although Ohio does not license private vocational and trade schools, we have still found a means of gathering similar information on these schools. We use our professional associations and our APGA branches as a vehicle. We set up the techniques and in the various areas of the state all of the private trade schools are contacted and asked if they would like to have their schools listed in our directory of speciality schools. If the answer is yes, we give them an outline of the type of information we want. The outline covers some tough items like refund policies and so forth and some of them drop at that point. We have been able to develop about six such area directories. I have just one sample here. This is a 1967 **Counselor's Notebook of Speciality Schools in Central Ohio** and it was co-sponsored by the Central Ohio Guidance Association and the Columbus area Kiwanis Clubs. It was spearheaded by our office but, again, would not have been possible without the involvement of area resources.

Dolph Camp

Let me give you a little support on that. John Docker and I had the privilege of attending a meeting at Ghost Ranch in New Mexico which practically all the counselors in the state attended. The director got up and said, "Now we are thinking in terms of taking all the Title V-A money from the districts, since it's not much anyway, and putting it into meetings like the one you're attending and other seminars that will be a resource for you. How would you feel about that?" There wasn't an objection among the assembled counselors.

John Odgers

The average expenditures in the various states for state supervision under the NDEA Title V used to be around 10 or 11 percent I believe. We're spending about 25 or 26% for supervisory services. We used to be quiet about the percentage but as we've seen the results that have come from it, we're shouting louder because we think more states would be far ahead by doing the same thing.

Incidentally, we found we needed two more notebooks in the series I mentioned earlier. One of them was about the apprenticeship programs in the state; we have spent a good bit of time on it this past year and have just come out with this publication, a copy of which is in your "loot," "The Ohio Apprenticeship Notebook—Building for a Greater Ohio." This publication was done in cooperation with our Ohio Apprenticeship Council and the National Bureau of Apprenticeship and Training people and lists every apprenticeship training program in the state, including the nature of the program, the entrance requirements, and related information. As those of you who are fairly familiar with apprenticeship will note, it doesn't state for the plumber or plasterer or sheet metal worker that you have to have an uncle in the trade to get in, though in some particular local situation this may be true, but it does give the basic information on all apprenticeship programs. For our vocational educators who say, "Well, you're doing everything for everybody outside of high school; why don't you do something for high school?", we developed OVEN. A preliminary edition was available this spring, and the new one is in press. We may get seventy copies here before the end of the week if they got off the press in time. OVEN is the "Ohio Vocational Education Notebook." It lists every single type of vocational education in-school offering in the state, showing, for each, the nature of the program, vocational objectives, skills, admissions guidelines, employment opportunities, usual places of employment, resources for use in orientation and counseling, and a blank section so each counselor can add his own local information.

Let me mention one other point here. All of the state department's tappable resources don't have to come from within the state department itself. We've already mentioned that much help comes from the counselor education institutions. Quite a number of the things that we do we have developed cooperatively with some other agency. For example, "Counseling Minority Group Youth" was produced on a 50-50 basis by Dean Hummel when he was acting director of the Division of Guidance and Testing and William Briggs from the Ohio Civil Rights Commission. This report has been through about six printings. Over fifty thousand copies are in use throughout the country. As another example, we use graduate students, or perhaps it would be better to say, graduate students and counselor educators used us a few years ago. Together we developed a dictionary of guidance terms which was updated and revised in January of this year. The dictionary was a needed publication that we didn't have time to do ourselves, so it was done by some graduate students at Ohio State University. We have this type of working relationship. Also, when we find good materials that are available from other sources but not in adequate quantity, we seek permission to reproduce them for distribution to Ohio School Counselors. The most recent one involved considerable coordination on the parts of Drs. Carroll Miller, Don Blocher, Bill Dugan, and others. With permission, we reproduced **Vocational Guidance, A Reconceptualization;** which is a preliminary report of a study that is still in process by an NVGA study commission. We got permission to reproduce it and you have copies of the report in your seminar materials. This publication was done entirely by somebody else and reproduced with permission, for the meeting of our counselor educators scheduled for mid-September.

Dolph Camp

Who paid for this?

John Odgers

We did. It came out of our publications budget.

Let me discuss one other state service which I think is very important to counselor educators. There is not a major expansion of vocational education at the area or local level in Ohio without some involvement from our guidance staff. This is what we were discussing yesterday, the guidance implications for curriculum.

For the past 12 years, whenever there has been a major expansion in vocational education the state guidance staff has been involved. If a city school board decides it wants a new vocational school or vocational program, or if it is determined that a new area vocational school may be needed, a survey is conducted. (Recent state legislation requires that every school system must make vocational education available to its students.) Every sixth survey is conducted by our guidance division, every other one is done by Agriculture, T & I, Home Economics, Distributive Education, Business Education, and the other vocational services. In each case, we go in and staff a project in a community with state staff, district staff, and local staff to make, I guess you'd call it, a feasibility study. All cases involve a four-pronged survey to determine: Number one, what is the occupational pattern of the community or the labor market area served by this program or potential program? Number two, what is the attitude of employers toward the end product of vocational programs? Will they hire graduates of vocational programs and will they hire co-op students if there are co-op type programs? Number three, what are the facilities or potential facilities of the school? Do they have the room to house various types of programs? Can shops be provided or must programs be limited to those which can be handled in a regular classroom? This would affect decisions regarding shop versus co-op programs. Finally, what are the attitudes of the students? If all these other things tie together, do we have a potential student body for the programs being considered? When such a survey is made, (we've made several hundred of these over the last 15 years), we gather a tremendous amount of data which will justify vocational programs or fail to justify them.

An example of a community where everything was ripe for a program, except the student body, can be found in one northern Ohio community, a big foundry center, where they were planning to build a new vocational wing on the school. The local foundry industry would furnish the equipment, but there wasn't a kid in the school, or a parent of a kid in the school, who wanted that kid to take a course in foundry. So of course, that program didn't materialize due to the student interest aspect of the feasibility study. This is an excellent example showing the need to help students develop realistic attitudes toward occupations.

As we summarize community survey information, we develop statistics which are particularly pertinent and potent, I think, for counselor education. Some of this information comes from census data and some of it comes from our own studies. We know for example that for every hundred pupils entering the first grade, 76 graduate from high school, 32 enter college, and 14 graduate. This forms a real logical basis for raising a question as to whether 85% of our high school pupils should be in the college prep program, for example. Although some of the figures we have gathered seem hard to believe, they've held up in surveys made in Colorado and in other states where similar studies have been made using the same instruments. Of Ohio high school sophomores and juniors surveyed, 72.6%, of almost 60,000 pupils in the year 1965-66, said, "We would like to take vocational education in high school." Of that group 12.8% had no post-high school plans, 33⅓% planned post high school training other than college, and 26% planned college. Then there are 27% who don't want vocational education in high school, 19% of these plan college, 4% plan other than college, and 3% have no plans. What we're saying is that although 72% want vocational education in high school and 83½% plan some type of formal training after high school. What we're also saying is that the kids are smarter sometimes than our college admissions officers and our college administrators. They say we want vocational education in high school and also want to go to college, or technical school, while the higher education people make it difficult to enter college without a straight academic course.

Incidentally, I brought 75 copies of an updated study by Dr. Collins Burnette at Ohio State University, entitled "Studies Dealing with the Relationship Between Prescribed Patterns of High School Units for Entrance Requirements and Academic Success in College." The study goes back to the 1930's, includes the eight-year study, and lists some 20 studies that have been made since that time, all of which indicate that the pattern of courses taken in high school does not affect how well a student does in college.

A couple of quick additionals. Occupational patterns in Ohio look like this (Referred to A/V charts) with a large per cent being craftsmen and technicians. Our vocational education pattern in Ohio looks like this (Referred to A/V charts) with a large percent being in the academic or college prep program, with the trade and industrial program just a small slice down here. These charts are in the material you got in your box. I won't take any more time, but I want to stress that this type of information is practical stuff, showing what is going on and what your problems are in your state. And you can get a graduate student in training to develop such materials for you.

Dolph Camp

We had a presentation from the state department regarding resources and Merle has given us something about vocational education. I'm wondering if we should say something about what resources we can get from businesses and industries. Would either of you like to talk about that for a minute.

Merle Strong

Let me make a comment about that. I think we will have business and industry very interested in trying to help if we can find and identify ways for them to be of specific help. I previously mentioned the National Restaurant Association and the hospitality industry. Here is an industry that is growing very rapidly; while they have a lot of jobs that aren't what they should be in terms of pay and so forth, there are some very good opportunities in the hospitality industry. They are interested in putting money into the development of guidance materials. H. J. Heinz Company has been doing something along this line and we need to find ways to provide assistance. They're moving ahead on it.

Another example of an industry's interest is evidenced by the film some of you saw last night. Another film is in progress with the Federal Aviation Agency, another federal agency, but the film is designed to highlight opportunities in the whole aircraft aviation industry. A number of other industries are interested in this area. The electrical mechanical area is planning a program that is to begin this fall. IBM was instrumental in creating this interest. Some years ago IBM made some projections about the number of technicians they would need for the service part of their industry. At the time they felt the need for two year post-high school graduates. Later they became more realistic. The numbers increased faster than expected and they decided that their expectations were not realistic. It was not possible to supply their demand. They then banded together with a number of other industries and beat on our door. We met several times with some of the major industries in the field. As a result this fall there will be about twenty schools across the nation starting out with a pilot program supported by the major industries interested in electrical mechanical service people. There is a tremendous resource here in terms of things that may already be available, particularly in terms of interest in making materials available, or even in helping to finance the materials if we can identify the kinds of things that are needed. It seems to me one of the frustrating things is to find the best media or way to package a kind of material so they can really be used.

John Odgers

The proceedings from last summer's seminar, you have a copy, contain two papers, one is by a representative of the U. S. Chamber of Commerce and one is by a manufacturer, that cover these points quite adequately. Another paper on resources that I mentioned earlier contains a listing of specific examples. I would like to make two suggestions. If you are not already doing so, you counselor educators or state supervisors should start working with industry right now, and also train or encourage your counselor trainees to do the same thing. It's very important to identify for your counselors in training the value of starting at the top when working with business or industry. Top management in business and industry frequently jump at opportunities to be of service to the community in this way. Down in the personnel department or someplace else they may not be so happy about it because it's going to take their time and energy; but if the boss says "Do it," they do as they are told.

This year's January issue of our **State Guidance Newsletter** and some of the enclosures, which included a copy of last summer's training program for counselors at the Goodyear plant in Akron, was printed with 1500 extra copies. We mailed these to 1500 key manufacturers in the state so that they would know our interest in this type of relationship. The Newsletter article and the editorial on the front of the Newsletter said to every counselor in the state, and to the industrialists who got it, that cooperation is the answer. As a result, we got a great deal of business-industry assistance that we could not have gotten if the Executive Director of the Ohio Manufacturers Association had not spent his time, energy, and money to help us. This year the Goodyear program has been expanded and extended into the Cleveland area where now the Thompson-Ramo-Wooldridge Company, the Ohio Bell Telephone Company and two or three others are also involved. In addition, this summer, graduate students who were in this program and wanted to sign up for the course credit and a related seminar could do so at Akron University. This combination program involved local guidance administrators, counselor educators, and business and industry all working together.

Merle Strong

I was wondering, do you think it would be amiss if we talk about industry cooperation without recognizing Dusty Rhodes from General Electric? I suspect that most of you are familiar with the program of General Electric but I think it represents a program of some real significance and a real contribution by industry. If you're not familiar with the General Electric program, you ought to corner Dusty Rhodes sometime during the conference and talk to him about the program. I just wanted you to recognize him.

Dolph Camp

One of the most interesting things it has been my privilege to see recently has been going on down at Houston for the last three summers. Dr. J. B. Jones, who is Dean of Students at Texas Southern University, has conducted a workshop for 50 counselors each summer. The first time 25 business executives, the next time 35 business executives, and this summer, about 53 of them were enrolled. They represent the largest businesses in the Houston area. If you want something that's really inspirational concerning what a local community will do, especially a large community, write Dr. J. B. Jones, Texas Southern University, Houston, and ask him for the publication explaining last summer's workshop. The one for this summer is not off the press yet. Humble Oil Company printed it. The most inspirational thing was to see the counselors sitting there, 50 of them or more, and these 53 executives sitting around and confronting each other with their problems. They were mostly Negro counselors. They were saying to each other, "This civil rights law says that this must be done. If you aren't doing it, why aren't you doing it?" And the man from Shell, who was presiding, said, "Who wants to take a crack at that?" Well, the man from Monsanto would get up and answer it very, very clearly and concisely and on and on. It was one of the most beautiful and outstanding things that I know of happening in this area now.

Our time has nearly run out here. I'm wondering if there's anyone from the audience who would like to ask either one of these pros on my right a question?

Audience

John, how do you support these programs with business and industry?

John Odgers

We don't really; we have relatively little to do except to be a catalyst and many times industry supports them. Let me take the Akron program as one example. Goodyear employed school counselors, primarily from the inner-city schools in Akron, and they placed them in jobs throughout the industry where high school graduates, or possibly even an occasional dropout, might be employed. They weren't put in easy spots. They were paid the going rate for the job. In addition, the company conducted seminar or group meetings one half day a week, for which participants were paid regular time. There was no cost to the school. The industry, I presume, chalked it up as community relations venture. I'm not sure the counselors paid off in productivity but they were exposed to various jobs throughout the industry and are now doing a more realistic job of vocational guidance and counseling.

Audience

John, in the last two issues of the NVGA Quarterly there is a section that probably will be getting reactions from the employment community. These will be non-research articles from non-professional fields of counseling, which will give us reactions in our own literature, to illustrate these types of programs. And at your local level I would encourage you to seek lay reactions to our services through the vehicle of this professional literature.

Dolph Camp

The workshops in Houston were supported by business and industry. Each businessman paid $200 a piece to be allowed to participate in the workshop.

John Odgers

There is one other resource that I think we should mention. That is the assistance available from state departments through ESEA, Title I and Title III. We have a little publication written by our Title I people, "Meeting the Guidance Needs of Educationally Disadvantaged Children Within Title I of the Elementary and Secondary Education Act" in which they give a lot of specifics and some statistics. It is very interesting. Of some 1,100 projects reported, 318 had guidance related services as their major emphasis. In Title III, the sky is the limit in terms of innovation, and we could identify some outstanding programs that are guidance oriented. In Cincinnati, for example, a work oriented junior high school program is in progress.

Audience

John, in moving toward programming any of that material, will the computer be used for counseling help?

John Odgers

We aren't that far yet, but we do have a man on our staff who is listed as a guidance data system consultant. He is finishing his Ph.D. in Guidance at Ohio University and has a special interest in the field of data processing. He is working with us now, primarily, on the development and validation of a new Ohio Vocational Interest Survey. It will be published this next year for out-of-state use by Harcourt, Brace and World. It will be published by our Ohio Testing Services for use in Ohio. It is a new vocational interest inventory or survey based on the D. O. T., and utilizes cubistic approach to vocational interest based on the relationship of the worker to data, to people, and to things. It follows the organization of the new D. O. T. and we think that it really has promise. The employment service is very much interested in it. Our guidance data systems consultant is currently completing some of the validation work so we have him tied up with some other things, but as soon as these are completed we hope to move in the direction of developing programmed guidance materials.

Audience

You were speaking of industry. I would like to call attention to what RCA and their auxiliaries have done. They are doing a terrific amount of work in counseling and guidance.

John Odgers

One other thing I should mention. In the last years we've developed three sound filmstrips which were produced professionally by Guidance Associates. You can get them through our T & I lab at Ohio State University. One is, "Your Future Through Vocational Education," and the second is "Your Future Through Technical Education." These are both aimed at the student level for guidance purposes. "Vocational and Technical Education for a Changing World of Work" is geared to adult education, parent-education and teacher-education. We have copies of all three of these with us.

Dolph Camp

Well, ladies and gentlemen, our time is up. Merle, let me thank you, and John for participating in this panel.

Eighth General Session

RESOURCES FOR VOCATIONAL GUIDANCE

Panel:

Karl Kunze, Manager, Training and Management Development
Lockheed-California Company
Fred Featherstone, Employment Service Advisor
U. S. Employment Security

Karl Kunze

I would like to start with three assumptions: (1) there are industrial resources available to counselors, (2) they are good and usable, and (3) they are being under-utilized to a considerable extent. There is also a communication problem. I try to avoid using that term because, at least in industry, communication problems are mixtures of symptom and causes so that when you say something is a communication problem it really doesn't mean a thing. It is like a doctor saying to you, "Joe, you've got a fever." But here, I think we have some specifics that we can mention, and one is that counselors really don't know what questions to ask industrial people. They just don't know enough about the industrial scene. Also, industrial people give the wrong information to counselors; the information they give is often much too particularized to be applied to a larger segment. I have the feeling that counselors and personnel people look at the same subject from different frames of reference. That is, a counselor might say to himself, "How can I interest this client in an optimum number of appropriate occupational possibilities?" The employment man in industry will say, given a specific job opening, "How can I first, out of a group of applicants, eliminate those who in my opinion have the least possibility of success? Then, from the remainder, how can I select the one who would represent the strongest candidate?" So the counselor's thinking is in terms of the person, and that is his focus. It is just the reverse with many people in industry.

As one other example, it has been said that many counselors lead from weaknesses when they attempt to interest a young person in a vocational or trade curriculum. Yet those weaknesses may be just the ones that would bar that person from employment in his field or at least from upgrading in his field. It is for these reasons that I think we very much need a continuing dialogue between counselors and personnel people.

The topic I prepared consists of four subjects: occupational information, motivational programs, financial aid, and research. These are four of the major resources, in my opinion, and I would like to comment on these.

For many years I have been close to the Bureau of Labor Statistics and the other occupational information sources in the Department of Labor. In fact, the Bureau's recent vacancy study has been particularly helpful in my own company's manpower planning. I am also familiar with the work being done by HEW in using manpower forecasts for technical education planning and for curriculum development. I think these are excellent activities; much progress is being made and, in my opinion, we must depend on the federal government for national manpower forecasts. However, I think that counselors can gain much from communicating with industry—and by industry, I am referring to all employers. Let me give you just a couple of examples. You undoubtedly have heard of the numerically controlled machine which represents the first breakthrough in 50 years in the machine tool field. It will have a real impact on the composition of the work force of companies having anything to do with the machining field. This machine is operated by a tape in essentially the same way a perforated music roll activates a player piano. This process is going to have a revolutionary effect on the work force distribution. Instead of a highly skilled machinist there will be a semi-skilled monitor operating this machine. However, the machine itself will require a support crew. There will be a need for an especially trained, design engineer who prepares designs for machines, a crew of electrical-mechanical maintenance technicians, and specially trained programmers, among others. This new process then will cause a complete change in the kinds of people that will be utilized. This trend is deeper, in my opinion, than the vacillations that occur in supply and demand from week to week, and from month to month.

Certain other developments have great implications for the work force. For example, lasers are now being used to measure within one millionth of an inch. Miniaturization, transistorization, the use of printed circuitory are all fairly new developments and they are going to require the use of women for a time, until some of these processes become automated. Modular and nonrepairable parts have come into greater use. When you take your automobile to a service station they don't clean the filter, they take it out, throw it away, and put a new one in. This process is going to take place in a much more extensive way for home appliances, such as radios and television sets. The use of non-repairable parts will have quite an effect on maintenance and repair activities in the service field.

In addition, there are a few trends that I think will have great impacts. One is not only a growing acceptance of equal employment opportunity, but an affirmative effort to recruit, train, and upgrade minority and disadvantaged people. Full use of the labor market has been emphasized for several years now. There is more thoughtful consideration for employment of persons with police records. There is a mounting dissatisfaction with present school vocational training programs, and industry is really concerned about this. Industry is aware of the lag between present technology and the competency coming out of the technical schools, but it's not aware of some of the excellent work that is being done. This is probably because many in industry haven't seen the results of it yet.

There is an upswing in trainee development in training. A few years ago the American Society of Training and Development was just a fledgling organization. Now it boasts over 6,000 members. There will be considerably more training and development in industry than ever before and there appears to be a switch from elemental and analytic testing methods to a consideration of the whole man. Because of recent Congressional investigations, actions of state FEPC organizations and the federal Equal Employment Opportunity Commission, and a recent order from the Department of Defense concerning the use and validation of testing, we will find a considerable amount of new information concerning test construction and validation. I think you'll find this development very interesting over the next five years.

The second subject that I mentioned has to do with motivational programs. I think industry generally realizes that counselors need all the help they can get from parents, from educators, and from employers in convincing students that they should stay in school. Many sources must be used to help youngsters in the development of proper vocational goals and also in creating at least an initial interest in some of these high demand occupations. There are several kinds of motivational programs that industry can provide.

The third section on financial aid I think is of less importance. I included that one because it is my feeling that many of the students really don't know of the vast amounts of money, the vast opportunities for economic aid that are available to them. They can't get the information from the universities or the high schools, and the counselors at the present time don't seem to be giving this information.

Finally, there is the subject of research. In my opinion it is insufficient for a counselor to be highly competent in the assessment, counseling, training, educating of students up to the point of graduation and to know very little about what happens to them after they leave this terminal point. Much of the information concerning the practices used in industry would be of help to counselors, and I am sure that industry would benefit considerably from knowing what you folks are doing in the way of various guidance techniques and in counseling. Research in areas such as interviewing, attitude determination, motivation, and so forth should be shared for there is very little counseling being accomplished in industry now. I feel that a continuing contact—a working relationship—between counselors and personnel representatives would be of mutual benefit.

Fred Featherstone:

I have been asked to speak to you about the resources available to vocational guidance by the employment service. This sometimes becomes difficult to do because what the local or state employment service may do in one area may differ somewhat from what it does in another area. In other words you may get one kind of service in one place but you may not get it in another.

One of the most significant resources that the state employment services have been providing to vocational guidance is a supply of rather well-trained counselors. What I mean by this is simply that during the last four or five years the employment service has redefined and reset the specifications for counselors and the various levels at which they would function. Since our salary structure is not able to compete with the schools and vocational rehabilitation agencies, many of our people move up our counselor ladder and then out to better paying agencies.

In training there has been another development or two that has been of mutual benefit to the employment service and to the schools. In the last two or three summers it has been possible for the state employment services to hire school counselors for the summer. These counselors come in and work in the employment service offices to provide, for the most part, replacements for employment service counselors who are attending summer school. In turn, the school counselor receives a much better idea of what goes on in a local community so far as the employment situation is concerned. It helps him understand employer expectations and enables him to talk realistically with youngsters about employment in a particular locale. In other instances we have worked out arrangements with colleges and universities to have counselors placed in the local employment service office for practicum. This was done quite extensively here at the University of Missouri this summer and in other states. Counselors, and I believe this extended to more than employment service counselors, went out into some of the local employment service offices and did their counseling practicum.

Another resource for counselors, whether they be school, rehabilitation, or others, has been the General Aptitude Test Battery. In recent years the states have relaxed some of their control upon this test, and the GATB now is pretty well available to any high school counselor through an agreement between the high school or the state department of education and the State Office of Employment Security.

In addition to these resources, there has been marked improvement in job market information service. I think this information is much more meaningful now at the local level and may be pretty specific concerning occupations within a particular area than it has been. In St. Louis, for example, the Employment Service has recently begun to share a listing of jobs among all of the local offices in the St Louis area. This information has also been provided to the various community action agencies, to schools and others with a need for it. Jobs are listed by occupation, and a statement of the requirements, salary and other information is given. The information is revised and updated every two weeks. It is much more meaningful in working with an individual than the sort of discussion that may result about occupations in general. Local and national skills surveys, done in cooperation with industry, provide some idea of the long term trends in occupations. They also provide, but certainly not to be the intent that we would like, an idea of some of the emerging occupations.

To attempt to fill this gap we recently had a contract through the Missouri State Employment Service with one of the universities in the region to study emerging occupations for women. In doing this the staff from the university traveled to large industries all over the country. Their purpose was to find the kinds of jobs that industries are using women today, that they were not using them in previously, and for what kinds of jobs they thought they might be employing women in the future. This same university under another contract recently came out with a publication that is available from the Superintendent of Documents entitled, "Counseling Women and Girls." Essentially this publication tries to bring into some meaningful kind of organization the highlights of many publications and studies that have been done concerning women in the labor force.

In addition to job market information, there are areas we have moved into in support of the anti-poverty programs and other legislation. For example, we are attempting, in several different ways, to try to help disadvantaged people to move into the labor market. In working with the problems of people from ghetto areas and from the various lower socioeconomic groups, there have been some interesting developments. Many of these people have some kind of prison records. They may not be very significant but often cause employment problems. Under the Manpower Development and Training Act we have been able to provide a bonding program for parolees under a contract between the U. S. Employment Service and a national bonding company. Bonds are provided where necessary for people in MDTA programs to obtain a job. The reactions to this have been very interesting. Not very much money has been used on the bonding. It was found that the employer, knowing that a bond is available, will go ahead and take the person and not require the bond. Just the knowledge that the bond is available seems to make quite a little difference.

We are attempting to implement some of the techniques that were used by the Chicago YMCA in the "Jobs Now" program by using coaches or community workers. The function of these people is to go out into the ghetto areas and attempt to get residents into either a community action office or an Employment Service office. This is an attempt to get some idea of these persons' problems and then to provide help to them through whatever means we have or through whatever means any other agency may have available. The use of people who are indigenous to the community supposedly offers a kind of security to the under-privileged person. The coach has a responsibility of sort of keeping tabs on these people, for example, when one is helped to find a job, the coach follows-up to make sure he shows up on time, etc. He is a person who works in close cooperation with the counselor and supplements his work.

I would like to mention that one of the most significant resources to the vocational guidance services program are the National, Regional, State and Local Manpower Advisory and Comprehensive Area Manpower Planning System (CAMPS) Committees. Many of you in vocational education are already on these committees and participate in their work. The Manpower Advisory Committees attempt to predict the current and future manpower needs in an area and recommend ways to meet these needs. The CAMPS Committees attempt to coordinate the programs of the various public agencies involved in some aspect of manpower services. The over-all Comprehensive Manpower Planning System attempts to provide some kind of individual continuity from one service or training program that is provided by one agency to a program that is provided by another agency.

I have mentioned here some of the resources that the Employment Service has that are available to vocational guidance. We still have a long way to go, but in the last five years we have moved along in many areas and I think that the State and local Employment Services are becoming an agency which can provide more services in the area of vocational guidance. Thank you.

Ninth General Session

RESOURCES FOR VOCATIONAL GUIDANCE

Panel:

Lee Chapman, Educational Representative
International Association of Machinists
George Kester, Associate Regional Representative
Vocational Rehabilitation Administration

The first speaker this afternoon will be Lee Chapman who is the Education Representative for the International Association of Machinists and Aerospace Workers. He has several other functions in the area. He serves as a member of the Illinois State Board of Vocational Education and Rehabilitation, Illinois Public School District administrative structure, Illinois Extension Division, Illinois State Advisory Board for Fair Employment Practices Commission and the State Commission on Employment Services. So he has a wealth of experience that he can draw upon. George Kester, who comes to us from the Rehabilitation Center in Kansas City is our second speaker. His title is Associate Regional Representative for the Rehabilitation Services Administration, which is a new title for their program. Their objective is the implementation of legislation in this area, and they deal with training and research. Mr. Kester has been with this program for 22 years and brings to us a wealth of knowledge.

Lee Chapman

The story of the marbles didn't exactly apply to me because I am not a speaker as you'll soon learn. In fact I'm rather insulting you in telling you something that you could find out for yourself. But this little story does apply to me. It involves a small four-year college. It is almost time for a new term to open and they do not have a professor of chemistry. Everyone is writing the president of the college, pushing him about getting this chair filled. He has been doing everything he knows but finally he runs an advertisement in a newspaper in the "Help Wanted" columns. He doesn't think this will do much good but at least it may relieve some of the pressure. He advertises for a professor with at least a bachelor's degree and a major in chemistry, at least 40 years old, and with two years' teaching experience in an accredited college. Several days went by and nothing happened. Then one day a man came in in response to this ad and everybody became excited. Here's our professor, they thought. They gave him "red carpet" treatment right up to the president's office. After the exchange of the platitudes of pleasantries the president said, "I suppose I should ask you if you have a bachelor's degree with a major in science?" "No, sir." "Do you have a degree of any nature?" "No sir." "Do you have any teaching experience at all?" "No, sir." One more question, "How old are you?" "I'm 35 years old." "And, now, tell me why are you **here**? You meet **none** of the qualification requirements we asked for!" The man's answer, "I just dropped by to tell you not to depend on me."

So, to such a group of sophisticated counselors I can only say that if you're depending on me too much this afternoon, I'm afraid you're going to be disappointed. I would like to give you a short resume of what this thing called and known as organized labor is in our great country. I suspect from several of the conversations I have overheard, that some of you may not be too familiar with this topic.

The labor movement as we know it in the United States is, of course, comprised of 129 national and international unions which join together in a federation to form the AFL-CIO, American Federation of Labor and Congress of Industrial Organizations. These 129 unions represent wage earners in our country employed in all walks of life and these members build everything. Undoubtedly, they built this building that we've been enjoying all week. I suppose they manufacture everything we use—from steamships to bobby pins—from aircraft to locomotives. They prepare and handle our food; and today, in some instances, members of these unions are growing the foodstuffs that we enjoy.

This is in very brief terms the American labor movement. These organizations represent the wage earners of our country, the employees of our country, or a segment of the employee group. I like to leave the impression in the minds of any audiences that are required, in a captive manner to listen to me, that there are really two types of employees: a **supervising** employee and a **supervised** employee. Just about everyone in the scope of your acquaintanceship fits one or the other of those brackets. Except for a small cheese-making plant, an egg-handling operation, or some similar small industry, I doubt that anyone in this room knows the **owners** of the large corporations, but we do know the **supervising employees** of those corporations. I do not wish to imply that there are no warm, humanitarian-type people connected with the large corporations for this would be untrue. I know many people with corporations who are warm and fine, but there can be no "heart" in the corporation and there **is** not. When you, as counselors, contact the large corporations, please do not be naive enough to think that you are contacting an organization that really is warm, human, and that has a "heart." The **people** you contact may "have a heart," but the corporation will not. Also, the people whom you contact may or may not be able to do what they would like to do in order to help you perform your job. They have to secure permission from someone in a higher position; that is, the "vice president in charge of something else." I say this to you only so that you will not be disillusioned or disappointed if you follow the advice of the Task Force V reporter and still fail to get results. Their group believed that if you wanted anything from anybody you ought to tell them "what the hell you want!" I don't find fault with this but do add that if you tell **some** groups of people in our society "what the hell you want," that's exactly what you're going to get. I know what they meant, but when anybody tells **me** "what the hell he wants," that's **exactly** what he's going to get!

We need organized labor if for no other reason than that through organization the wage earner can and does have a vehicle that will permit him to arrive at a consensus of opinion. The majority of wage earners in our country are not union members. The fact is, out of about 86,000,000 people in the American work force, only 25,000,000—at the **most**—are members of any segment of organized labor. These 25,000,000 wage earners can arrive at a consensus of opinion; the remainder of them cannot for they have no vehicle by which to do so.

Now, I would like to add to one statement made by the Task Forces who worked so diligently before this seminar. The statement concerns the "manner" of telling someone what you want. When you make a request, be able to justify it and if you receive the answer you want I suggest that you thank the man and "get out of there," because you can **oversell**, too.

The report of Task Force Number IV suggested to us that as counselors and counselor trainers we might want to use people from industry, business and related personnel as resources. Perhaps what you are doing might receive what I term more "stable attention" from people in business and industry if you direct your inquiries toward the "top"—the highest level personnel accessible to you. This might produce a more "stable" attention to your inquiry and is more likely to produce what you would like to have produced and do it quicker. Assuming that within the general grouping of related personnel, organized labor is included, it might be well if you, in your profession, would make an attempt to interest more of the **executive** officers of organized labor in your programs. I say this to you with no reflection against the intelligence, willingness or intent of those gentlemen, but I do say it in sincerity, believing that George Meaney probably wouldn't have any idea of what you're attempting to do here this afternoon. He could not because it is unlikely that you have contacted him and given him an opportunity to learn about you. Not only does this hold true for Mr. Meaney, but also for any other top-flight officers of organized labor. I suspect that this may also be true for the gentlemen from industry and business. Get to the **top** people if you can, because this will broaden your contacts.

You as counselor trainers and as counselors may find it to your advantage to make an attempt to get your name placed on the mailing lists of some of the good labor publications. I've heard a great deal about your need for information on the available labor market, the needs of that labor market, etc. A pretty good source of that information could be getting your names on those lists. I'd like to point out to you some publications that I think you ought to have or that I think you might find valuable. Practically every state in our great country maintains a department of labor and that department of labor will have a regular publication—that may be monthly, semi-monthly, quarterly, or semi-annually. But there will be a publication which will give you what the employment situation is within the state. It will not tell you that Employer "A" needs riveters, but it will tell you where the high and low spots on the labor market are in that state. It will not pinpoint them but it will tell you "we have a high and a low spot." The AFL-CIO has a publication known as the **Federationist** that can be valuable in your library. I'm not in a position to commit the American Federation of Labor and Congress of Industrial Organizations but I'm confident that a request on your part would put your name on that mailing list. The organization by whom I'm employed, the International Association of Machinists, would be happy to put your name on our mailing list to receive our weekly publication, I'm sure. Within every one of our fifty states is an organization known as the State Federation of Labor. To my knowledge there is no State Federation of Labor which does not publicize a publication. For example, the **Illinois** is a newsletter published by the Illinois State Federation of Labor. This publication will, in an honest manner, keep you acquainted with what is happening in the Illinois General Assembly. It will keep you reasonably well acquainted with employment conditions and circumstances in this state and, while again, I do not commit any state federation of labor, and you'll not know unless you try, I believe your name would be a welcome addition to this mailing list.

At city level, one example is the **St. Louis Labor Tribune.** Also Kansas City has one and practically all of the other larger metropolitan centers have theirs. I think your name would go on that list and I also think you might find it nice to have those. Two professional publications have some articles which I'm confident would be of value to you since they include some real treatment of many of the subjects you have discussed this week. The National Institutes on Rehabilitation Health Services publishes one and many of your state Adult Education Associations have their own publications.

The gentleman who reported to us from Task Force Number II is an employee of the great General Electric Company. I don't think he will resent my referring to him as an employee, because actually, this is what he is since, I believe, he draws a paycheck; in fact, I'd be confident he does. He wouldn't stay long if he didn't because he looked to me like an individual who enjoys "eating." He made a very good suggestion about establishing industry contacts especially for developing a "get acquainted with the work" situation. That's where the counselor wants to go out and do something with his hands to get the feel of what confronts the people he's counseling. But my addition to Mr. Rhodes' suggestion would be, please don't wait until Friday evening, contact one of the General Electric plants and say, "Can I come out and go to work Monday because I want to do this or that." Give the people the advantage of some time to prepare for you, to make room and to get squared away. In addition to the various types of employees, I like to refer to authority as being in two types: **assigned** authority and **assumed** authority. Now if you and I function efficiently in our **assigned** authority we probably will find an outlet for most of our energies, and we will be less likely to get into trouble. It's only when we begin to assume someone **else's** authority that we not only get **him** into trouble but ourselves as well. I seemed to detect a desire on some of the counselors' parts to operate the school system. If so, it's all right with me for you to operate the school system if you're doing it within the scope of your **assigned** authority. But if you're going to attempt to usurp someone else's authority, you're in trouble, the school system's in trouble, and so is that "someone else." That not only goes for counselors but it goes for anyone else. I know I use all my energy operating **within** my authority.

All of the aids we might acquire could be very valuable to us. I've heard some exploratory comments about computerizing some of this business. If you are going to computerize, I'd ask you to think about two things. When we in organized labor were making an attempt to persuade our Congress and Senate to pass a thing that's known as Medicare one doctor said, "Oh my, we can't do that! This is socialized and it's going to destroy that 'oatmeal-cookie' relationship between the doctor and his patient." This was a big argument, yet I visited a professionalist whom I refer to as "my doctor." He sends me a bill for 15 bucks and the technician gave me the shot. I didn't even see the doctor. If I need surgery, I'll not see him until they have me anesthetized, yet we've got this fine "doctor-patient relationship." If you're going to computerize, you may lose the personal relationship with the people you're attempting to counsel. I have no fault to find with the computer—only a warning about something that computers might do to you and your profession.

I'd like to share the answers I found in response to a question made by Lewis Anderson. He said, "I'm going to get the answer, if I can, before leaving here. Where does counseling leave off and guidance begin?" I'm sure Edward Gilbert, a Superintendent in the Mt. Prospect, Illinois school district, won't mind if I quote him. He says, "Guidance includes the collection and dissemination of educational, vocational and college information testing, and the accumulation of student histories. This information is shared with and interpreted to the student and his parents. In his opinion, **counseling services** are, "those services, rendered by a number of specialists, which deal with a youngster's social and emotional problems." These specialists include counselors, speech correctionists, school social workers, sociologists, psychologists, and nurses.

George Kester

I'm not going to belabor you with any history of vocational rehabilitation since I'm sure you are basically familiar with the program. Just let me give you a "sixty second rundown" on some of the services because I think it's important that we get these in proper context. I'll give you a little more background on some of the programs and activities which may be able to help you in your particular preparation of counselors.

Vocational Rehabilitation has been in operation in this country since 1920 in some form or the other, and it provides a wide variety of rehabilitation services to disabled people. By "disabled" we mean primarily physically or mentally handicapped individuals. The 1965 amendment to the Vocational Rehabilitation Act brought about a new feature classified as behavioral disorders. Behavorial disorders can constitute almost anything including social and/or moral deprivation. So our eligibility requirements have been greatly broadened. Basically, we provide medical, surgical, psychological, prosthetic and orthopedic devices for handicapped individuals. In addition, educational and training services including tools, equipment and licenses are included in preparation for employment and placement in a job. This is the background of our program.

Basic to all these services is rehabilitation counseling as a means of analyzing the disabled persons' problems and needs; then developing a rehabilitation plan and carrying the plan out. We have been recruiting from school counselors and I use the term "recruiting" rather advisedly. We are noticing the large number of school counselors who are very interested in joining the ranks of vocational rehabilitation. In talking to a number of these people I tried to find out the reason for their interest in vocational rehabilitation. The stock answer that comes back is this, "We understand that vocational rehabilitation gives us a chance to use some of our counseling techniques and counseling procedures which we do not or cannot actually use in some of our school programs." I want to emphasize that point because I think they have something there. It reflects back to the thirties when I was a school counselor and such creatures were considered rare characters. Cliff Froehlich and I were trying to work out some of the basic fundamentals and ideas we thought should go into counseling. We had some real "drag-out" fights with principals of some of our schools in terms of whether we should be guidance people, counseling personnel or whether we should be strictly disciplinarians. This relates back to some of our problems here.

Our program is basically financed on a joint relationship between the state and federal government, and funds are allotted to the states on a formula basis. In order to earn these federal funds state funds have to be available in one form or another. The current matching ratio is 25% state—75% federal for our basic support program. We have other facets of our program such as expansion and innovation, that are matched at a 90-10 ratio, a very good ratio in terms of developing programs. We have a program of research and demonstration which is necessarily, by virtue of our agency, directed to secure new knowledge and new methods in rehabilitation. It may not be a large program in relation to some of the public health and other related research grants that are currently available, but our 1968 budget, for example, will enable us to support 132 new research and development projects and continue 274 that are currently approved and in operation throughout the country.

This coming year our big push is in the area of prosthetics and orthopedics. We are now completing arrangements with two large centers where we are combining university medical and engineering schools with rehabilitation center personnel in a team approach attempt to coordinate all of the research ideas in three areas in the interest of the handicapped. For example, we now have an arrangement with NASA whereby some of the research and adapted equipment they have developed are being explored and utilized for the handicapped. One of the simple little devices, a moon walking machine that would take an individual over rough terrain, is currently being used as a wheelchair for some of our severely handicapped people. In the very near future this may prove very helpful to many of our more severely handicapped individuals. Because of the achievements made possible through NASA's technology and specialized regional research centers we anticipate breakthroughs in terms of adapted mechanical aids, mobility assists and miniaturized equipment. We foresee a great future for some of the severe disabilities that have been rather difficult to overcome.

One area in which Vocational Rehabilitation research plays an increasingly important part is in the development of a series of tests that are being used for the mentally retarded. Let me state here that I don't think we should rely on tests completely and a story may illustrate this point. I attended the National Conference on Indian Manpower in Kansas City last spring and one thing that I heard was this—when an Indian sees a white man coming he runs and hides because he thinks all that the white man is going to do is test him some more. I think we can overdo this thing and like one of my instructors, Paul Munger, once said, "Look, boys, testing is nothing more than another tool, let's use it judiciously." For example, we have a test of employability based on the theory of mental development, indicating the stage of growth of the retarded person and his understanding of the vocational aspects of the job. One diagnostic device shows the elements of social situations which the retarded individual fails to understand and related procedures for training in the insights which the individual is lacking. These new approaches in training the mentally retarded are some which we have found from working with employers and with other people. As to research, our program is flexible and adaptable, and we're interested primarily in finding new techniques, new ideas and then trying to put them into operation.

One thing I wish to mention briefly is our long-term training program. Throughout the country we have in most of your larger universities the "so-called" long-term teaching grant in rehabilitation counseling. Associated with the teaching grants are traineeships for graduate students. Besides rehabilitation counseling we have training programs in medicine, nursing, dentistry, psychology, recreation for the ill and disabled, social work, sociology, speech, pathology, audiology and rehabilitation facilities administration. This gives you some idea that our field is not limited to rehabilitation counseling and that we do have support in almost every field associated with all of the different disciplines. We also have some special grants specifically geared toward the blind, the deaf, the mentally ill and the mentally retarded and the public offender. This last is our "big push" and we are currently setting up work evaluation units in many of your state reformatories and prisons. Here we are beginning to work cooperatively with the prisons in terms of giving direction—some idea of the world of work—to those individuals who will be released. We find that these programs are starting to work out very well.

During 1967, the rehabilitation counselor training programs turned out approximately 800 graduates. Actually, the projected needs right now are for about 3,000. I don't have to point out to school counselors that there are shortages—only that the area of rehabilitation counseling needs more graduates, too.

I hope you don't consider as "lost from the fold" those school counselors who are coming into our field. We find many of them working as vocational adjustment counselors and this program has some tremendous possibilities. We talked this morning—during our session—about some of these programs such as your vocational adjustment counselor, special aid, work experience program, etc.

A program such as this "so-called" vocational adjustment counseling is made possible through what we call third party agreements. Such an agreement means that someone else puts up the matching money used to earn the federal support whereby a program is established in a particular school district. For example, on a 25-75 matching ratio we'll say that a local school district decides to add a work adjustment center or a vocational adjustment counselor to work with your handicapped, your mentally retarded, etc. They have, say, a few thousand dollars that they could put into the salary of this person. That salary or that part of the time that an individual actually provides in VR services to VR clients is matchable as far as the federal dollar is concerned. This is one arrangement and another is when a school makes available, through direct transfer, some of their local tax monies to VR so that the matching share can go into establishment of work adjustments centers, etc. Just to show you how this thing can develop, in the larger Missouri school systems, we started out in 1964 with six counselors and one part-time counselor. Today, they have 14 full-time counselors in school systems with about 40 vocational adjustment counselors.

Some of the superintendents who have these established programs indicate that this is by far one of the best things that have hit their school systems for a long time. This is another area that I think we should prepare some of our counselors to look at, in terms of the possibilities of working cooperatively with VR in establishing one of the units in our school systems and as a cooperative basis between your school counselor and your rehabilitation counselor. For example, in Missouri they have a 6 sequential grade step, instead of the customary 12 grades, and individuals progress through different steps on the basis of their ability and potential rather than on the basis of a formalized type of program. We see more and more similar adaptations taking place in our school systems to meet the needs of some of these handicapped people. This is all done on a cooperative basis, it's a much more meaningful program, and we're "holding" these individuals in our school program a lot longer than we did under the old system. One school informed us that dropouts had dropped from about 70% to a "few" percentage points.

One other program may illustrate that you can do this on third party funding. About a month ago, we were in Minnesota and visited the Anoka-Hennepin School District which had purchased a huge old manufacturing building. This building was purchased with the idea of converting it into an area vocational technical school. Working cooperatively with the state VR agency in that state the school district agreed to turn over to the agency a hundred thousand dollars of their local tax monies. This $100,000 earned $300,000 federal funds, or a total of $400,000. VR is making a sub-grant back to the school district to establish an area vocational school or a work adjustment center. The money is initially being used to remodel part of the building and to equip it with a complete evaluation center. You can take the different handicapped individuals and give them trial experiences in various job areas to determine the best training needed. Then, provide that training associated with some of the vocational courses that are already being planned. They anticipate about 500 handicapped individuals in their center which will be in operation this fall. Besides that, they anticipate between 1,800 and 2,000 students also. This work adjustment center is going to be the focal point of that whole vocational technical school. In other words, they are not relegating the handicapped to the "back room" and the "back alleys." I think we'll see this trend in terms of a lot of our developing school programs.

Just last week, Dr. Gardner announced a new reorganization called the Department of Health, Education, and Welfare, Social and Rehabilitation Service. In this, we are incorporating under Rehabilitation Services Administration many of the programs which were formerly incorporated in some of the divisions of welfare, putting them in "under the umbrella" of the Vocational Rehabilitation Administration.

At the present time, the Vocational Rehabilitation Administration does not provide support for undergraduate programs, as such. We have some "crash" programs whereby some state agencies are doing some short term training on a cooperative basis with the established programs. Northeastern is alone in offering a real "going program" for an undergraduate degree in rehabilitation counseling, I believe. Here's the way the other programs are operating. Because of the tremendous push and need for personnel they have set up a cooperative program with some university. An individual is in training from six weeks to six months, learning some of the basic precepts and concepts of the program. Then, they may be assigned to a field office whereby they spend another six weeks, to several months, working in different hospitals, rehabilitation centers, etc. During this time, these individuals are not assigned any particular case loads. Then, they are assigned to a district office where they work with another rehabilitation counselor or a supervisor. They do not carry a case load, as such, but they work with the counselor in learning the basic forms and methodology which that particular agency has to use in implementing its program. In this respect, after six months to a year they have a basic knowledge of the operations of the agency, and they are assigned to a district office where they continue to work. Unfortunately VRA has supported some programs whereby they have given short-term training to certain individuals on say, a six-week basis. Upon the graduation of these individuals, some think they know everything about counseling—and they aren't afraid to tell you so. There aren't very many of these, but it has happened in a few instances.

As far as any new undergraduate programs are concerned, there is no money in the current budget to do this although it's been talked about. In fact, as far as new programs are concerned the only ones we have money for are in the fields of prosthetics and orthopedics. We will continue to support the current VR counselor training program at the same levels that we are now, plus increases in the traineeships. We're trying to get more traineeships so that we can hopefully add a few more teaching personnel and traineeships also to our established programs, to help meet some of the needs this way. But, unless Congress does a radical reversal, I don't think there's going to be any money for any of the new programs, at least for this 1968 budget. Incidentally, we still don't have our 1968 budget—we're already two months into our fiscal year, and we still don't know what our appropriation is going to be. The Washington office said the Senate had now appropriated four hundred million for a basic support program.

Audience

Mr. Chapman, are you a business agent or an official?

Lee Chapman

I am not a business agent but a representative of the international itself; I am its education director.

Audience

Well, is there a general answer to this general question as to attitudes of the unions toward the vocational technical schools that are training help as opposed to the apprenticeship program? Is it local or national policy whether they will give apprenticeship credit to the people going through vocational technical programs?

Lee Chapman

I can't answer this because I don't know what locals you're speaking of and maybe I couldn't anyway. But the ideal way for this to work is to let the kids "wander around" Industrial Arts until they reach the age when they ought to be focusing on the vocational and interrelated training for the craft they believe they would like. And where possible, enter a two year junior comprehensive college. Then if an employer in the area uses a formal apprenticeship training program, the apprenticeship committee ought to evaluate these young men, give them the advantage of their achievements and place them into whatever increment in that apprenticeship wage rate scale they had achieved. Now this doesn't work that way; this is "ideal."

Audience

He can be a journeyman through a vocational technical program?

Lee Chapman

It's impossible because you can't simulate factory or tool room conditions. What you're going to accomplish there actually removes from that person's heart one type fear and puts in another type. Inherently, he's afraid of that machine, so you remove that fear, and convince him that he can master that machine. And then instill the fear that if he doesn't master that machine he can receive a physical injury that can make him a candidate for rehabilitation. Does that answer your question now? If the local unions are not favorable to the vocational training program, it's only because vocational educators have not made the program properly known.

Tenth General Session

Presentation:

CONFERENCE CHALLENGES

Kenneth Hoyt, Professor of Education
University of Iowa, Iowa City, Iowa

Introduction:

This session has been officially titled "Conference Challenges." My stated assignment is to summarize the entire conference through relating my personal impressions of the week's happenings. Such a summary is intended to serve as a basis for reactions from the APGA Executive Director—Bill Dugan—and the AVA Executive Director—Lowell Burkett. This, then, is my assignment as I understand it.

Two input resources have been made available to me. The first consists of the notes I have taken during the week. The second consists of the small group reports, rough drafts of which were brought to me last night. With these two kinds of input coupled with a very few hours for preparation, the potential for profound statements here is obviously slight. With this warning, I will now proceed.

It seems to me that perhaps the best approach available to me now is simply to summarize my immediate reactions to this conference in terms of what they now mean to me. By doing so, I hope other members of the workshop may be stimulated to engage in similar kinds of personalized reflective thinking as we begin to think about implementing what we have learned here.

My reactions fall pretty easily into three categories. First, I tried to think about the variety of things that have happened here which surprised me. Some of these deserve brief comment. Second, I would like to comment on some of the most significant kinds of reinforcements I have received at this conference; and finally, I want to say a little bit about the kinds of challenges for action I feel now that this conference is over.

Surprises Associated with this Workshop

Six things surprised me during the workshop in terms of its content and our reactions. The first thing that really hit me was our apparently great need for those first three background papers. It surprised me that the papers were from the fields of economics, sociology, and psychology. I was surprised that we had no background papers on the vocational aspects of counselor education, which is the prime topic of the conference. I couldn't help but wonder whether this was meant to imply that we don't have any content to talk about in such a background paper or whether nobody knew enough to give one.

I was also surprised that we had no background paper and no real concentration in our workshop program on vocational education. I couldn't help but wonder if it is assumed that we already know all that we need to know as counselor educators about the field of vocational education. Why were those topics chosen for background; economics, sociology, and psychology?

Why were background papers on vocational education and vocational aspects of counselor education ignored? Now that the week is over, I find myself feeling surprised by this.

In fairness to the program planners, let me say this surprise occurred only after we began. That is, I had examined the program before the conference started and considered it most logical. Only now that hindsight is possible do I find myself raising these questions.

Second, I was surprised at the apparent confusion existing among our members regarding why this conference was funded and why we are here. I still don't understand how some members of this group could question whether or not vocational education is unhappy with counselor education. It seems eminently obvious to me that such unhappiness has been clearly expressed for some time. There have been literally hundreds of conferences across this country sponsored with VEA funds designed to help upgrade counselors on the wide variety of things we never taught them in our existing counselor education programs. That, by itself, should be one clear indication to us that they are unhappy. The previously VEA sponsored national conferences on vocational aspects of guidance referred to here should serve as a second clear clue. I was very surprised that we had to have a discussion of this topic. I was even more surprised when we apparently concluded by saying, "Well, they're not really unhappy with us. They just want us to improve." That, to me, was clearly a false conclusion. Vocational education has been and continues to be most unhappy with the content of counselor education. I am surprised that some seem to have doubts on this score.

Third, I was surprised at the difficulty we had in attacking Question One—in the first day's Task Groups. Maybe that was due to the fact that the groups were just getting started, but I think it was more related to the nature of Question One. This question simply asks what a good operating guidance program, including vocational aspects of guidance, would consist of. It is a question that each of us has been asked many times and to which we have responded many, many times in each of our states and across the country. But, when we tried to answer it collectively, we floundered very badly. Why should this have happened? We would expect to find wide variations in proposed methodologies, but it surprised me greatly to find us apparently lacking in agreement on goals. I suspect the formal conference report will reflect a greater degree of concensus than I felt existing. This in no way alleviates the seriousness of the problem.

Fourth, I was equally surprised at how easily we generalized concepts of meaning associated with the phrase "Vocational aspects of Guidance" without ever defining the phrase in clear, concise terms. In spite of the fact we apparently couldn't define the term, we did come to quick general agreement that, whatever it is, it: (1) is developmental in nature and ought to be provided in elementary schools, (2) involves counseling and depends heavily upon counselors, (3) involves more than counseling and has very broad societal and cultural implications. I am surprised we were apparently unable to go further towards definitional goals during this conference.

Fifth, I was equally impressed with the ease with which we handled Question Two. We found ourselves specifying concrete, specific, immediate ways of improving the vocational aspects of guidance in counselor education. When asked what things each of us could be doing to improve our programs, new ideas came to us very quickly. Almost spontaneously we came up with a number of new things that we could be doing—not theoretical things, not long range things, not things that would require a federal grant to accomplish—but a list of specific, workable activities we could be doing **now** that we haven't done before. I was equally surprised when we finished collating a list of the things that each of us are doing now in vocational aspects of counselor education. I learned many things that are going on in other counselor education institutions which I knew nothing about. I think the final list of current activities contained in this conference report should stand as pretty clear evidence that those who complain about a lack of emphasis on vocational aspects of guidance in counselor education are not fully justified in the criticisms they voice.

Sixth, my greatest surprise, I think, was the extent to which attitudes appear to have been changed during this one week period. I don't think we are **talking** in the same ways now on Friday morning as we did Sunday night. I don't think we are feeling the same way about vocational aspects of guidance now as we did on Sunday night. Perhaps this is the most significant thing that has happened here. That is, our attitudes **about** attitudes and the importance of their transmission as an essential part of an emphasis on vocational aspects of guidance in counselor education became an important concept here. Our attitudes seem more positive now. If they persist, there will be a greater emphasis on vocational aspects of guidance in counselor education whether or not any course titles are changed. At this point, it is only a promise.

Reinforcements from this Conference

In terms of reinforcements, there are four that I would like to mention very briefly. By reinforcement, I simply mean confirmation of biases I brought with me to the conference. First, I am very much reinforced in the belief that we still have much serious thinking to do regarding vocational aspects of counselor education. We still don't know what our basic position is. We can't get collective agreement even in a small group here on such basic and vital things, for example, as the extent to which a counselor should try to impose work values on students. When we are supposed to be helping students be free to lead their own lives, to what extent should we try to make them accept the values of a work oriented society? I feel no need to move towards consensus on how we resolve this issue, but I feel very strongly this represents one crucial issue each of us must face and resolve for ourselves.

Second, we have not reached consensus here on the role of vocational education as a part of American education. This has very real implications for whatever it is that we will teach in the vocational aspects of counselor education. We don't even have consensus on the relative importance of vocational aspects of counselor education in a total counselor education program. We have heard reports alluding to this in each of the last three group reports, but these reports do not reflect any consensus that I can see. The thing that is worrying me is not that we don't agree: I think it would be very unhealthy if we did. But the apparent confusion still with us on some of the very basic issues ought to be resolved at least to the point where we know how we disagree and with whom we disagree.

Third, there is much that we don't know regarding vocational aspects of guidance. I am not referring to what we think, but rather to needed truths that we have not yet discovered. One of the reasons we haven't talked more about the vocational aspects of guidance, I think, is that we haven't known clearly what to talk about. We don't know many of the things that we ought to know about the role and function of the counselor in vocational guidance. What guidance methods are appropriate for use with vocational education students? What counseling methodologies work better with one kind of student than students from one sub-culture as opposed to another? What variations in counseling methodology work better with non-verbal as opposed to the highly verbal student? We don't know nearly enough about the kinds of educational motivation that lead students toward vocational education. In short, we simply haven't done the kinds of basic research needed to make this the kind of substantive field that it ought to be and that people are expecting it to be in these times.

Fourth, I find myself reinforced in a sincere conviction that we can learn much from each other. It has been very healthy for us as counselor educators, guidance supervisors, practicing counselors, vocational educators, and people from industry, labor, employment service, and vocational rehabilitation to meet together. I think the interaction we have had here has been one of the best parts of the conference. We have again learned that we have a lot of people willing to help with this job, and this is certainly reinforcing. More importantly, we have learned that many of the significant answers to vocational aspects of counselor education can be found by asking questions of people who are not themselves counselor educators. The value of listening to and learning from practicing counselors—our former students—was especially reinforcing to me. I hope it was equally reinforcing to my colleagues in counselor education gathered here.

Challenges for Action

I would like to conclude with some of the thoughts I am having about challenges for action facing us now. There are seven which seem apparent to me.

First, I am feeling a very disturbing sort of notion right now about this matter of personal commitment to the vocational aspects of counselor education. I don't know exactly where I stand on it. There have been many resolutions voiced here this week expressing commitments individuals apparently feel a need to make. It is like New Years, in that we have heard a lot of people say, "Boy, I'm going to do some things!" I don't know if this is good or bad. I do know I feel a great need now to go think by myself. Have I acquired some new commitments this week? If so, how did I get them? Have I been imposing commitments on others this week? If so, should I have done so? Is it good to be committed? What is commitment? Can we separate commitment to goals as something good from commitment to means as something bad? Is a "committed" person more properly viewed as "dedicated" or simply as "rigid?" I have made a resolution here to cease using the word "commitment" until I can figure out more clearly for myself what I mean by this concept. Since I am supposed to speak on this subject at the 1968 APGA Convention, I hope I can work this through by that time. More important, I hope some of the worries I am expressing now are shared by others here —that you, too, will feel a need to think this concept through for yourself.

Second, I feel a challenge right now to change my counselor education program. I really believe that too many good ideas came out of this conference for me just to go home and forget about them. I don't know if these ideas are really good, but I want to go back and try to do some things differently this year in my program. I feel this challenge very strongly.

Third, as John Odgers said this morning, we have a challenge to share ideas we picked up here with others who have not been present. We are a very small minority. There are many top-notch counselor educators who found it impossible to come to this conference. I think they have a right to know what went on here. It is important to share with them and with many others in related fields what we have been thinking. We need to communicate our thoughts in an atmosphere of true sharing. This, of course, is not to say we should seek to impose our biases on others, but only to let them learn. If we, too, try to learn from them, we can each do better as a result of this conference. There is a great need in this movement for a lot of people in counselor education who think completely differently than we do. I think we ought to let some of those people know what we are thinking, without trying to change their thinking. We need diversity, but we also need mutual understanding.

Fourth, I have an increased feeling of challenge to work with vocational education people and to learn from vocational education people. I think one of the biggest things that has come to me from this conference is the opportunities to think with vocational educators. Yet, I don't know what I need to know about vocational education. One of the most obvious things we could do now is to get a thousand counselors to become members of AVA before the 1967 AVA convention. There are more than seven hundred members of the guidance division of AVA now. If everybody who attended this conference joined we would be very close to the thousand needed to get an AVA division. Those of you who haven't been to an AVA convention and attended the guidance meetings as well as some of the vocational education meetings are missing out on tremendous opportunities to learn things from vocational educators. This would be very healthy for continuing this dialogue with vocational education people and is, I think, one of the most obvious challenges of this whole conference.

I, of course, feel very strongly the challenge that we must become more active in research. We have to quit waiting for somebody else to do our research. It is time this field recognized this fact as something which really exists. We in counselor education and supervision have to assume the major responsibility for the accumulation and for the dissemination of the new knowledge that we need now. We need our own research. Others have made very clear to us the dimensions of the problem. The problem is being made clearer and clearer. But solutions to the problem still escape us. We simply must devote time to this kind of research—**now**. We cannot wait longer.

The sixth challenge for me from this conference is that those of us in counselor education have to listen more to counselors. Some of the most valuable things I learned at this conference were from the remarks made by the practicing school counselors in our group. Much that we don't know about the vocational aspects of guidance, the counselors out in the schools are learning because they have to learn. We spend a lot of time talking to counselor groups, and it seems to me we have a real challenge to listen to the practicing counselors. Our former students have a great deal to teach us. There has been some active research done by counselors who have had to face up to the problems to which we don't have any answers, and they found some out in the school setting. We could learn a lot if we would quit trying to impress them all the time and instead let them impress us. When we learn to listen to practicing counselors, we will have come a very long way in the counselor education field.

Finally, I feel at this point that I have to do something to make this conference worthwhile. Lowell Burkett told me the other night that it costs about $900 a year to train a student in vocational education. We are using about $50,000 of vocational education funds for this conference. Because of this conference there will be about 55 vocational education students who are not going to receive training in this fiscal year. I can't help but ask if what we are going to do this year as a result of this conference will justify the loss of training to 55 students. If you think the answer to that question is, "Obviously, yes," or if you think it is, "Obviously, no," then I think you may have missed the major point of the entire conference—namely, how can we better meet the guidance needs of vocational education and prospective vocational education students? This, of course, is part of the broader question of how can we better meet the guidance needs of all students in our schools? We each owe something to the 55 vocational education students whose training cannot be funded this year because of our conference here. What will you do to meet this debt?

TASK GROUP DISCUSSION QUESTIONS

Each participant in the Seminar was assigned to one of five Task Groups, each with a Task Group Leader, and the groups met for a total of about fifteen hours during the week. During their meetings the members were asked to address themselves to three questions, and were given opportunities following their discussions to report to the total Seminar.

Listed below are the three questions each group considered, and written reports of each group's deliberations are presented on succeeding pages:

Task Group Question I:

What kinds of services, programs, and personnel are required to assist individuals to enter and progress in the work world?

Task Group Question II:

What kind of training is required to prepare personnel to provide the needed services discussed in Task Group Question #1?

Task Group Question III:

What kinds of resources from labor, the employment service, business and industry, state departments, etc., are going to be required and/or are available?

TASK GROUP I

Chairman: Raymond Ehrle, University of Maryland

Education is the responsibility of the individual and society. As a person develops, he needs, among other things, assistance in handling the vocational developmental tasks of appropriate age levels. Guidance and counseling programs must operate as an integral part of the total educational program, and will play an important part in helping the individual to develop an adequate self-concept, and in helping him to relate that self-concept to the world-of-work.

In the chart on page 110 Task Group I attempted to identify some of the more important vocational development tasks; indicated the educational level where attention to each task is demanded; and indicated the personnel it believes would be necessary to help effect the mastery of the developmental tasks. The tasks are not listed in either sequential order or in order of importance. In addition, the group independently developed a possible curriculum model which would prepare the counselor to assist youth in learning the appropriate tasks.

Following the presentation of the chart and its accompanying keys is a group of resources which Group I developed and classified for carrying out the more broadly defined role of the counselor.

Vocational Developmental Tasks	*Educational Level	**Helping Personnel	***Curriculum Model
1. Development of self concept	1-6	2-1-3-4	1, 3, 5, 9, 11
2. Development of concept and attitudes towards world-of-work	1-6	2-1-3-4	1-6, 8-11
3. Positive attitudes toward the dignity of work	1-3	2-1-3-4	1-6, 8-12
4. Career inquisitiveness	2-6	1-4	1-2, 5, 7, 9, 11-12
5. Habits of industry and punctuality	2-6	1-4	1-6, 8-12
6. Occupational goal formulation	3-6	1-4	1-2, 5, 7, 9-12
7. Competency in basic education	2-6	1-2-4	1, 5-6, 8, 10, 12
8. Communication skills	2-6	1-3-4	1, 4-6, 8-10
9. Interpersonal skills	1-6	1-4	1, 3-6, 8-10
10. Self-evaluations	3-6	1-5	1, 3-5, 9, 11
11. Rights & responsibilities of examined vocational choice	3-6	1-5	1-2, 4-5, 7, 9, 11
12. Adequate use of leisure time	2-6	1-5	1, 3-5, 9, 12

* 1 Pre-school
2 Elementary
3 High School
4 Junior College
5 College
6 Adult

** 1 Teacher
2 Parents
3 Counselor
4 Various specialists
5 Peers

*** Key on next page

*****Possible Curriculum Model Necessary to Train Counselors in Assisting Youth to Learn Appropriate Developmental Tasks**

1. Behavioral science preparation in: Psychology, theories of learning; career development; social stratification; subcultures, group and organizational dynamics; personal assessment (Standardized and non-standardized), etc.

2. Pre-service (pre-employment) and In-service (on-the-job) Laboratory and Field Experiences in world-of-work agencies.

3. Sensitivity training to individual needs—particularly as related to occupations.

4. Sensitivity training to societal needs—as related to occupations.

5. Research training—both as a consumer and a producer.

6. Inter-professional relationships (working with referrals and occupational sources and personnel).

7. Technology aids—new technological developments (computers, etc.)

8. Administrative Leadership training—curriculum development, staff relationships, etc.

9. Diversified practicum experiences—various types of problems and clients—problem-oriented.

10. Guidance program development.

11. Occupational information and labor market economics.

12. Training in sources and types of educational and training opportunities information.

In our rapidly changing economy and society it is particularly important that counselors, counselor educators, members of the counseling and guidance team, and others, make effective use of a wide variety of resources on an on-going basis. It is felt that the "guidance counselor" is in effect, a personnel worker in a broad and comprehensive sense who is skillful in working with faculty, parents, community leaders, and other adults, at the same time that he performs his basic guidance and counseling functions with students, and clients. The "counselor educator" in turn, should be a broadly trained professional who understands the importance of preparing counselors for leadership roles in the community and in the institutional setting where he is employed. The counselor's function is **not** exclusively "counseling."

Sensing the importance of "counseling resources" the group elected to describe resources in terms of Types and Sources.

Types of resources are classified below:

I Informational

S Supporting or sustaining

E Experiential

Following is a listing of main sources with examples as subheads, followed by the classification as to Type.

SOURCES OF RESOURES	RESOURCE TYPE	SOURCES OF RESOURCES	RESOURCE TYPE
I. Employers			
Jobs—for students, for counselors, for counselor educators	S,E	Joint Resources Committee	I,S,E
Research	I,E	Career Conferences	E,I
Personnel—as consultants	S,I	Developing Occupational literature	I
Mock Interviewing	E	Interest and motivation	I,E
Data Processing	I	Workshops	IE
Job descriptions and related	I	Field Trips	E,I
		Simulated training resources	E
II. Professional Organizations			
Research Evaluations	I	Conventions and Conferences	I
Journals and Publications	I	Standards	S
Case Reports	I		
III Government			
(State Employment Service)		Area Voc-Test	I,S,E
Placement	I	Directories and Indexes	I
Testing	I	Developmental Occupational Information	I
Local Current Market Information (State Department of Education)	I	Consultants	I
Workshops	I,S,E	Data Processing	I
Rehabilitation	I,E	Curriculum Guides	I
Research	I	Follow-up	I
Public Instruction Bulletins	I	Audio-Visual Aids (Federal Government)	I,S,E
Nominative Information	I	Legislators	I,S
U.S.I.E.	I,S	O.E.O.	I,S
Labor	I,S	Census Bureau	I
Defense	I,S	Government Printing Office	I
Agriculture	I		
IV. Labor Unions	I,S,E		
V. Universities	I,E		
VI. Local School systems	I,S		
VII. Community Agencies and Groups			
Service Clubs	I,S,E	Religious groups	S
Urban League, etc.	I,S		
VIII. Miscellaneous Advanced Thinking (examples)			
Science Fiction	I	Electronic Maps	I

TASK GROUP II

Chairman: Kenneth Hoyt, University of Iowa

Task Group II began its deliberations by attempting to develop a list of needs related to career development. By meeting these needs youngsters are helped toward developing a set of positive values concerning work and education, and thus toward a productive and satisfying life.

The first of these needs is that of developing, early in life, a set of positive values regarding work and education. The second, developing a satisfying relationship with an esteemed adult either in or out of school. The third need is that for information about education and work.

The fourth need is for experiences with a variety of vocational models and settings; and other appropriate activities which will provide familiarization with the world of work. In addition, there is the companion need for assistance in organizing and integrating these experiences in order to make them meaningful.

A fifth need is for opportunities for decision-making experiences and the realization that one must take personal responsibility for the consequences of his decisions. The last of the needs in this list is for continuing assistance in career planning and adjustment.

In stating these needs, the group realized that there is considerable overlapping, and that it is likely that some of the needs are really subsumed in the statements of others. However, the goal to be reached through meeting these needs is the development of appropriate values regarding work and education.

In an attempt to share information regarding current practices in counselor education which would contribute to the development of counselors who would be able to help youngsters meet the various needs listed, the group members presented the following information about practices in their own programs:

1. Kenneth Hoyt, University of Iowa
   a. Liberal use of examples of vocational-technical students throughout the program—a kind of attitude which hopefully permeates the entire program. Emphasis on counselor role and function with ample opportunity for counselors to think about vocational aspects of guidance.
   b. Involve counselors in actual operations of the SOS Research Program—they learn about research and see and talk with students in vocational-technical education.
   c. Two courses—one in Educational and Occupational Information and one in either Theories of Vocational Development or Vocational Appraisal required at Masters Level.
   d. Make papers on vocational aspects of guidance required reading for all graduate majors—24 of them.
   e. Work with Vocational Educational Division of State Department of Public Instruction in writing guidance plan and in conducting in-service education activities.
   f. Conduct research on counseling approaches with nonverbal youth.
   g. Work with industry councils

to provide summer work experience for school counselors.

2. Neil Carey, Baltimore, Maryland
   - a. Establish relations with counselor educators at state university and state colleges.
   - b. Help train counselors to be aware of opportunities that might otherwise go unnoticed —specifically developing an apprenticeship handbook for counselors. We will help them use it when it is completed.
   - c. Sponsor a conference on vocational guidance jointly with state guidance association.

3. Curtis Phipps, University of Kentucky
   - a. Vocational education faculty advisors are advising all vocational education pre-service and graduate students to take a course, Vocational Guidance.
   - b. The state guidance organization and State Department Guidance Division are jointly sponsoring a three-day conference on "Vocational Aspects of Guidance."

4. James Bishop, Alabama State Department of Education
   - a. A summer workshop was offered in the followed areas:
     - (1) Theory of vocational and career development
     - (2) Group Counseling approaches to vocational counseling
     - (3) Expectations of student personnel services by the state Vocational-Technical Adult Education Division
     - (4) The role of student personnel services in placement
   - b. A prepared statement of functions expected of the Pupil Personnel Services in a vocational setting has been published and made available to counselors, guidance supervisors, and vocational center directors. This statement will provide a guide for ultimate program evaluation.
   - c. Three statewide meetings of counselor educators, state guidance supervisory personnel, and guidance supervisors have been conducted.

5. Carroll Miller, Northern Illinois University
   - a. Give didactic instruction in occupation covering two areas:
     - (1) The usual sources of information and how to do it
     - (2) Theories of vocational development
   - b. Provide a collection of educational and occupational information
   - c. Included in the practicum experience is some experience working with secondary school students on occupational problems.
   - d. Some limited research done by masters students in follow-up studies, community services, etc.

6. Warren Rhodes, Ossining, New York
   - a. Summer guidance programs (6 weeks) at Boston University and University of Louisville introducing industry to counselors. Participants came from 20 eastern, midwestern, and southern states.
   - b. Publications and films on career planning and career opportunities. Not aimed at vocational area.

- c. Study is being undertaken concerning:
    - (1) Team teaching approach in summer programs.
    - (2) Vocational guidance programs
    - (3) Three week industrially oriented course
    - (4) Company-wide, two nights per week, industrial program for teachers and counselors
- d. Grant at Rutgers for doctorate program in Vocational Technical Education (17 participants)

7. Kenneth Wegner, Boston College
    - a. Courses
        - (1) Vocational Information and Placement—focus on secondary schools, educational and vocational information materials, purposes and presentation; and introduction to career development theory.
        - (2) Roots of Careers—focus on elementary school, how careers are related to child development.
        - (3) Seminar in Career Development—focus on career development theory
    - b. General: "cultural shock" treatment of graduate students (i.e., visit to Job Corps Center to see former students, and types of programs). Have counseling students take vocational tests such as Minnesota Vocational Interest Inventory and discuss why they all score "high" on such scales as Milk Wagon Driver.
    - c. Doctoral candidates doing dissertations in the field of career development theory
    - d. Practicums and Field Work in non-school settings.

8. Herbert Kaiser, Kansas State University
    - a. Practicum including vocational choice, use of tests in counseling, Kuder and Strong, and techniques of interpretation
    - b. One hour seminar—role of counselor attitudes
    - c. Two day retreat with state vocational director and state guidance personnel and counselor educators
    - d. Directory published by State Department on Junior colleges, trade and technical schools and other institutions within the state
    - e. Through KPGA we arrange cooperative Career Days.
    - f. Conference on Vocational Education with Kenneth Hoyt as main speaker, about 200 counselors attended.

9. Charles Ryan, University of Maine
    - a. Industrial personnel men are resources for my Educational and Occupations class.
    - b. Students do job analysis tapes.
    - c. Action research is encouraged.
    - d. **Project Talent Search,** not limited to college bound. Aims to beef up Vocational and Technical Education entry in Maine.

After listing current practices, the group discussed their ideas and plans for emphasizing the vocational aspects of counselor education. These plans for program innovations and improvement are listed below:

1. Kenneth Hoyt, University of Iowa
    - a. Insist part of the practicum be done in an area vocational school or specifically with vocational education students.

b. Take students on field trips to vocational schools and to industrial work settings.
c. Continue SOS research program
d. Initiate a first semester, noncredit seminar aimed at helping students think about **their personal attitudes** about vocational educational students, vocational education and jobs.
e. Teach an undergraduate course aimed at helping prospective teachers think about themselves and their subject field in relation to the goals of public school education. Include special emphasis on the notion of kinds of opportunities for students in the total curriculum and build mutual respect for all parts of education.

2. Neil Carey, Baltimore, Maryland
   a. Provide a program with flexibility to allow for individual differences and for different kinds of training programs:
      (1) Community or Technical College
         (a) Outreach technicians
         (b) Counselor aids
      (2) Two year graduate program
         (a) Educational specialist
         (b) Vocational specialist
         (c) Testing and Research specialist
      (3) Four year baccalaurate degree
         (a) Guidance teacher—one who has economics, sociology, or psychological background

3. Curtis Phipps, University of Kentucky

   Inaugurate a meaningful course in which counselor education students would be exposed to expectations of business and industry and employment practices. Shift the emphasis from counseling theory, techniques, and identification of deviates to meeting developmental needs—values, career and educational planning and educational progress.

4. James Bishop, Alabama State Department of Education
   a. Balanced emphasis in the total guidance program (overemphasis on psychology)
   b. Teach socio-cultural and economic factors. Emphasis on environmental factors and the implication for working with individuals.
   c. Emphasis on group procedures—define limitations
   d. Methods and procedures in developing total school and community resources for the guidance process. Coordination, surveying, collecting pertinent data.
   e. Research, evaluation and system analysis.
   f. Emphasis in practicum, field experience.

5. Harold Kozuma, Hawaii Department of Education
   a. Internship programs for certification and employment as counselor requires:
      (1) One year of teaching experience
      (2) 75% of professional counselor courses completed.
      (3) Teacher certification
      (4) Program consisting of: seminar, visitation to community agencies, business and industry, subculture areas, four

day, in-school seminars

- b. Development of additional courses in occupational-vocational area. Theory, information, resources, development of materials, visitations.
- c. Integration of vocational materials and concepts
- d. Establishment of liaison with agencies and industry
- e. Requirement of behavioral science background at undergraduate level.
- f. Participation in in-service training
- g. Require a course in group dynamics.
- h. Early screening in counselor education.
- i. Greater use of resource people

6. Duane Brown, Iowa State University

- a. Train teachers to be more sensitive to children.
- b. More emphasis on elementary counselor training program.
- c. Stress practicum at all levels
- d. More sensitivity training—training student to work with subculture groups. Acquaint students with other value systems.

7. Carroll Miller, Northern Illinois University

- a. Provide and require experiences to help counselors understand life styles that go with different types of work, semi-skilled, skilled, clerical, etc.
- b. Make some provision for preparation of sub-professional as counselor aide at the undergraduate level (perhaps an undergraduate minor)
- c. Seminars in which school administrators, teachers and counselors participate to define their roles in the vocational guidance functions.
- d. Make use of introductory course to assist students in examining their commitment to the profession of counseling.

8. Richard Melloh, Indiana University

- a. In seminars alert doctoral students to their responsibilities concerning the vocational area.
- b. Increase attention to leadership and management skills and study of the process of change.
- c. Identify potential counselors at the early undergraduate level. Try to add a guidance minor to the undergraduate program. Arrange placement in summer and/or semester and/or part-time jobs with industries in the area and state in which the counselor will work.

9. Arnold Freitag, Florida Department of Education

- a. Provide for updating and retraining through summer workshops and seminars.
- b. Use a regional resource person as an aid to curriculum design in general and vocational subjects.

10. Warren Rhodes, Ossining, New York

- a. Establish a **Relations With Industry** group to facilitate counselor/counselee work experience.
- b. Work with National Association For Industry Education Cooperation.
- c. Rewrite and update communications (publications, films, filmstrips, video tapes) to be used in counselor/counselee training.

11. Herbert E. Kaiser, Kansas State University
    a. In-service experiences to involve teachers in occupational information through community survey.
    b. Early experiences in counseling and guidance as an aid to selection of counselors.

12. Paul Fitzgerald, Florida Department of Education
    a. Live experiences with specific work responsibilities on-the-job and in the personnel selection department. Seminars should study the specific employment requirements —"How realistic are these requirements, do they do an adequate job of selection?" Personnel department members should be included in this seminar as well as the counselor education staff.
    b. Experiences, with specific responsibilities, relating to initiating, developing, and disseminating job information.

13. Kenneth Wegner, Boston College
    a. Train counselors to coordinate and become trainers of para-professional and sub-professional.
    b. Summer refresher institutes for counselors in the field—work experiences included.
    c. Refresher courses for experienced counselors.
    d. Increased emphasis on vocational testing and assessment.

14. Charles Ryan, University of Maine
    a. Increased video taping of counselor trainees in sessions that include teachers and vocational education people. Discussions should center around common problems in guidance and counseling as they affect career decisions of youth. These tapes could then be used in training other counselors.
    b. Require counselor trainees to work closely with a teacher in their school in case study analysis.
    c. Require counselor trainees to do at least five audio tapes of job interviews with workers.
    d. Counselor training must be broad—inter-disciplinary approach ought to be used.
    e. Make greater use of College and University Counseling Centers to identify college dropouts and counsel them regarding vocational-technical programs.

It was interesting to note that in a very short period, this group could list a large number of current practices as well as suggestions and proposals for additional methods of emphasizing the vocational aspects of counselor education. The discussions implied that the preparation of counselors is a multi-faceted job.

Counseling has as its purpose aiding the individual in making wise choices in his career, not just attempting to place him in a slot. While some argue that the school's only function is to teach the child to read, write, and compute, counselors and counselor educators are committed to helping youth become better able to make responsible and satisfying choices and decisions.

Recommendations:

In each state a standing committee of counselors, state department personnel, counselor educators, school administrators, and employment service personnel should be formed. Such a committee could assist in the coordination of monetary and personnel resources in order to maximize the state-wide opportunities of youngsters.

Sufficient personnel should be provided to carry out school responsibilities in vocational guidance. Such personnel may include counselor aides or vocational specialists to assist and provide support to the school counselor in areas such as developing and maintaining occupational information and developing contacts with employers.

Programs of counselor education should include information about the counselor's responsibilities for vocational guidance and placement.

Contacts and cooperation between schools and the employment service should be developed and maintained. This may be accomplished through workshops and conferences at the local, state, and national levels.

Counselors should encourage the involvement of vocational coordinators in the placement process, but all school personnel should remain aware of the fact that the student's interests are to be given primary emphasis.

The concept of a guidance teacher should be explored. Such a person could teach many of the skills which students need in order to make the transition from school to job or further education. These skills might include such specifics as completing application blanks, conducting oneself in an employment interview and availing oneself of various employment services.

TASK GROUP III

Chairman: Paul Munger, Indiana University

Services, programs and personnel which are required to assist individuals to enter and progress in the work world are listed below:

I. **Services**

Goal: to meet individual needs in individual ways.

- A. Individual Appraisal.
  To identify individual differences and organize such data cumulatively.
- B. Diagnostic Assessment and Remedial Services.
  To assist in prognoses and in proper utilization of referral agencies and support services.
- C. The Development of Fundamental Skills and Knowledges.
  To equip counselees with salable skills and life skills including social skills.
- D. Work Experiences.
  The reality of "try-on" experiences and contact with adult workers in the work-acculturation processes.
- E. Information Services.
  Both the internal (school) and external (non-school) information provided in a timely and understandable fashion.
- F. Counseling Services, Individual and Group.
  The development of self-awareness.
- G. Consultative Services.
  The orchestration of the impact by, of, and on parents, teachers, employers, administrators and all of the ancillary services.
- H. Placement Services.
  The placement in educational and vocational settings. The entry into training or initial employment.

II. **Programs**

Goal: to meet individual needs in individual ways.

- A. The "classical" agencies and programs: eg: Human Resources Development; The Employment Services; Youth Opportunity Centers; Vocational Rehabilitation; etc.
- B. The distribution of counselor-time availability. e.g.: staggered work-days (to allow qualified "housewives" to counsel other than full-time) such as 8-5 p.m., Noon-8 p.m., 4-10 p.m. extended weeks, years and days.
- C. Career development materials into the curriculum. Study the curriculum and change it as necessary to be in phase with career-development conclusions and environmental conditions.
- D. Involve the total community. For example: The Chamber of Commerce, the Kiwanis Professions, Workers and the Employers, and others.
- E. Develop a constant "do-loop" for feed-back; counselors to counselor educators; counselees to counselors; industry to schools; etc.
- F. In-service versus pre-service program of counselor training. Counselor educators need to visit counselors in their work setting. Counselors need orientation to all forms of training and developmental experiences.
- G. Group and peer-group experiences and programs. Utilize peer and "near-peers" in efforts to make contact.
- H. "Labels" restrict development. Terms like "College

Prep" predated counseling services and now such terms are not needed; in fact, they restrict development and change.

I. "What do you want to do?" is the career-development question not "What do you want to be?" which is a retrictive question.

J. Support personnel (Paraprofessionals) to help with a vocational development program for youth interest constellations.

K. Work experience for school counselors during the school year (paid regular salary) and in the summers (paid by work setting). Need generalizations from such experiences but must avoid limiting the conclusions to specifics about one industry in one operational setting.

L. Supervised field experiences (other than practicum) scheduled throughout counselor educational program. These field experiences may be in industry, youth groups, and generalized guidance activities.

M. A complete assessment of the population to be served. This is needed before we can react with programs of total services to meet such identified needs.

III. **Personnel**

Goal: To meet individual needs in individual ways.

A. Priority registration to those students in sequential and committed programs.

B. The counselor must work at times in settings outside of his office if he is to be effective and aware.

C. Support personnel in the personnel services can assist in vocational development and in helping youth adapt to increasing increments of leisure time.

D. By shifts in work-time schedules, counselors can be available at times the counselees are available.

E. Counselors in the various settings need to work with peers in other counselor settings.

F. There is a need to formalize our influence with pre-service teachers toward the guidance point-of-view and services.

Discussions of preparation programs for counselors centered around (1) Requirements, (2) Course Content and (3) In-Service Programs. Ideas in these three areas which were considered important by Group III members are outlined below:

I. **Requirements**—Selection & Retention for Counselor Education Programs.

A. Counselor should possess warmth, dedication and interest.

B. He should identify himself as a "school" person.

C. He should be "committed" to counseling.

D. The counselor should be a "communicator."

E. Student peer prediction is probably the best prediction of an effective counselor.

F. The base from which potential guidance personnel will be drawn should be broadened.

II. **Course Content**

A. Undergraduate Preparation

1. Heavy behavioral sciences content may be a good supplement or replacement for teaching experience.

B. Graduate Preparation—Pre-

Service Training

1. "T" Group and sensitivity training was suggested, i.e., learning how to **enter environments** of all types of counselees.
2. Behavioral science courses should be an integral part of counselor education programs.
3. Counselors should be aware of evaluations of vocational education programs.
4. Field service should be a part of counselor education programs, both practicum and internship experiences should provide a variety of counselors and a variety of settings—broad range of experience.
5. Programs should have a seminar using resource personnel (Uses personnel, employers, recruiters, etc.) for occupational information course teaching. There should also be out-of-class experiences.
6. Ideally, counselor education programs should be two years. First year—core program, concentrate on the relationship (counseling). Second year—field service in specializations.
7. Research information on development of children and adolescents should be an important part of training.
8. Areas instead of courses might be taught.
9. Counselor education programs should give emphasis to learning administrative and consultative skills.

III. **In-Service Programs**

Many feel counselor educators need to look at counselor responsibilities in the schools and relate counselor education programs to what is actually being done.

Counselor educators should have more direct contact with counselors on the job.

Suggestion for regional ACES meeting: Invite counselors and counselor educators to participate in a panel discussion of the relationships between counselor education and the real world of the counselor.

Discussions of resources for vocational guidance centered more upon their effective utilization than upon their sources. Some of the concerns regarding methods and techniques of using resources are listed below:

1. The availability of materials in counselor education settings is often limited.
2. Coordination of the services of school counselors and libraries (both school and public) should be improved.
3. More effective services could be provided through better administration and organization of group occupational information programs.
4. The formation of parent study groups could enhance the parents' influence on career development.
5. Real-life problems oriented involvement between industry and education could facilitate communication and cooperation.
6. Plans for research and evaluation need to be built into any guidance or counselor education program, and more specific provisions for continuing evaluations of the vocational aspects of these programs need to be made.

TASK GROUP IV

Chairman: W. Wesley Tennyson, University of Minnesota

Group Four directed its efforts to discussions of activities and innovations in vocational guidance—practices that were familiar as well as those that ought to be tried. It was from this kind of discussion that the following ideas regarding services, programs, and personnel were formulated. The discussions considered vocational guidance in all settings, both school and non-school, and agreed that vocational guidance should be for **all.**

The following were considered to be some "fundamental components" of services, programs and personnel: (1) **Information** that is up-to-date and attractively presented (e.g., Project View in California), (2) **Exploratory activities** that expose the student to the occupational world, (3) **Placement** that is adequate, and (4) **Counseling.** The question of the "hidden agenda" (a la Striner) in vocational counseling arose in regard to its possible restriction upon freedom of choice.

Programs were viewed as extending beyond the twelfth grade, and it was stressed that future efforts not be solely remedial but rather developmental. The curriculum was seen as a neglected but potentially useful medium for fostering vocational development. The idea of team teaching with a counselor as a team member appealed to the group. Also, the notion of an occupations curriculum was considered, i.e., spiral, sequential treatment of vocational development concepts and career development skills at successive levels of the life span.

The group's major concern in considering the problem of **personnel** was that counselors need to be innovators—perhaps their most difficult job. How free are they to be innovative? Might not the counselor educator be the one who will have to bridge the gap between the ivory tower and the school system? The group was of the opinion that counselors must involve all who can contribute—teachers, industry, state employment service, parents and support personnel—and that the counselor must be prepared in his pre-service education to participate as a team member and facilitator of other's efforts.

Reactions to the problems of counselor preparation were many and varied in nature. The task members thought that counselor preparation should be broadly based in education, psychology, and the social and behavioral sciences. Many suggested methods and innovations for preparing counselors were included in the discussions, but the following guidelines summarize much of the thinking of the members. These guidelines constitute a present stage of thinking but by no means are considered final or exhaustive.

Counselor educators should develop a list of priorities which constitute major aspects of knowledge, skills, and attitudes in vocational guidance which they believe that counselor trainees should possess.

Members of the group expressed a desire for counselor educators to take a positive posture toward the criticisms which are directed at counselors by professionals in related vocational fields. Counselors cannot have all the experiences and knowledge which some critics propose. A list of priorities is needed to insure that counselors are adequately prepared to deal with the vocational aspects of guidance.

Counselor educators should utilize resource committees composed of business, industry, labor, and related personnel to develop priorities of knowledge, experiences and attitudes which should be incorporated into counselor preparation.

This suggestion is as applicable to school counselors as it is to counselor educators. Many persons in our state and local communities are willing to serve in the capacity of resource person if the counselor or counselor educator will initiate and give direction to their potential contribution. One such contribution could be in the members expressing their opinions regarding the kinds of activities and attitudes counselors need to achieve the objectives of vocational guidance.

Innovation in counselor preparation will likely require that counselor educators consider the experiences and knowledge which are desired in counselors rather than the course titles and credits that they will earn.

There seemed to be a consensus that counselor education may stifle efforts to innovate if it continues to rely solely upon traditional classroom methods.

Non-credit seminars, projects, field experiences, etc., may be profitable avenues to explore. The utilization of video tape, films and sound tapes for activities both in and out of the classroom may add new dimensions to counselor training if utilized creatively. There is implied in this suggestion that counselor educators should set the example as innovators and change agents.

There is a need for pre-service and in-service involvement of counselor education staff with other teacher education personnel preparing teachers and specialists for work in the schools.

Too frequently we give lip service to team work and cooperation but do not practice them ourselves. Counselor educators, vocational teacher educators, teacher educators who prepare psychologists, reading specialists and related personnel need to explore cooperative training opportunities for their students. There would seem to be a greater likelihood of team work in the field if counselor educators set the example for their students while they were still in preparation. Teachers should be high on the list of persons who are to be exposed early in their training to concepts and activities relating to vocational guidance. Counselor candidates should also have working experience with other pupil personnel trainees while pursuing graduate education. Counselor educators may invite other pupil personnel trainees to participate in seminars and class activities which could enhance cooperative relationships.

Counselors-in-training should be prepared to assist culturally, socially, and economically different populations who experience special problems in their career development.

Considerable discussion was devoted to delineating the counselor educators' responsibilities in this area. Suffice it to say that segments of our population experience special problems due to sex, race, nationality, disabilities, or other factors which may affect their career development. Because many of these people feel alienated by the majority of society, the counselor needs to be alert to means of improving communication with them. Both pre-service and in-service experiences in sensitivity training, sociological studies of a community, and similar activities may be helpful. Such activities will need to be extended throughout an individual's training experience. This is chiefly an extension of the desire that counselors be able to perceive the unique aspects of each person by developing his ability to listen, observe, analyze, and communicate effectively.

Counselors should learn first-hand the points of view held by employers and employees regarding the nature of work.

The extent to which each counselor should experience work in a business or industry is a moot question. Training and in-service programs, however, should provide opportunities for counselor candidates to explore the feelings, thoughts, and attitudes of workers and employers in a variety of job situations. One example would be the assignment of employer and employee resource consultants to each student. Career development theory and career patterns of the consultants could be examined in relation to consultant attitudes and ideas regarding themselves, their work, their relationships with others, etc. In every case, experiences of this nature should be followed up with seminar presentations and discussions to examine attitudes and impressions which the students have gained from their experiences.

There should be continuous and regular appraisal of counselor attitudes regarding work in its many facets.

If we assume that learning is cumulative in nature, the importance of summarizing, reappraising, and clarifying attitudes regarding work and workers is apparent. Not all experiences will contribute to positive attitudes regarding work in a particular setting or vocation. Small seminar groups, for example, could provide opportunities for examining counselor attitudes to determine the extent of their insight and understanding of different work environments.

Counselor educators should design means for providing trainees with students and/or clients regarding their perceptions of the vocational guidance services available or needed by them.

This suggestion is intended to encourage counselor educators to set an example for their counselor candidates by providing for periodic appraisal and reaction to vocational guidance activities by persons served by the trainees. Students, drop-outs, and graduates of schools and colleges could provide valuable information regarding the impact of vocational guidance activities upon their career development.

For the purpose of general discussion of resources for vocational guidance, Group IV considered utilizing resources in the (1) preparation of counselors and (2) counseling of students for vocational directions. Within this context the group tried to think creatively about the resources available within the related agencies which presently exist and the need for agencies and resource services which do not presently exist.

Vocational Education was seen as a vehicle to provide some of the real and laboratory experiences necessary in the preparation of counselors and for continued in-service training. The need to continue in-service training for counselor educators in the vocational aspects of counseling was stressed. It was recommended that industry be drawn upon to provide real work experience for in-service training through summer workshops.

The seminar created an awareness of the need for counselors and counselor educators to assume continuing responsibility to reach out and bridge communications within the many vocational agencies on the national, regional and local levels, and therefore, promote a higher level of occupation information gathering and dissemination that has been previously provided. In reference to the specific ways of accomplishing this goal, Group IV discussed specific programs to implement and fund these services.

Realizing the task of occupational information dissemination as an essential but only one facet of counselor preparation and counselor role, the group emphasized a continuing development of exploratory programs to help each individual broaden his perceptual field within the context of his individual needs and the social context in which he lives and will ultimately work.

Group IV formulated the following recommendations for consideration of APGA and AVA.

1. Explore and initiate critical action to effect and increase in the budget of the Department of Labor to gather and disseminate up-to-date, readily available, accessible occupational information in conjunction with a resource board whose duty would be to translate the information and anticipated labor needs to regional and local settings.
2. Continue to reach out to labor and industry in order to secure and support increased scholarship aid for training in vocational guidance and vocational education. This recommendation can be translated into a cooperative publication discussing the availability of scholarships and aid for technical schools and training programs.
3. Consider opening opportunities within the professional association for those persons who are interested in the area of vocational education and career development, but who are not in professional counseling positions.

TASK GROUP V

Chairman: Frank Wellman, University of Missouri

It is recognized that in most settings there needs to be an expansion of and improvement in vocational guidance and counseling services to youth and adults. Improvement in these services will allow individuals to plan more realistically for their futures. This increased effort must be based upon sound principles of personal and vocational development, of counseling and guidance theory and procedures, and of democratic processes.

In order to provide for the immediate needs of the majority of students it is essential that traditional guidance and counseling services be continued and expanded and that further study and experimentation be encouraged to find new methods and techniques for dealing more adequately with vocational guidance and counseling.

Current programs need to be extended in depth and scope to give new direction and added emphasis in the following services and programs.

1. Realistic needs and potentials of individuals need to be determined by the most effective and efficient ways. Proper testing at all levels—including the use of non-verbal testing material—is essential for proper guidance and counseling.
2. Improvement is needed in the development of cognitive educational skills. Workers need to understand and know how to use the basic reading, writing and arithmetic skills.
3. Programs need to be provided to assist in the development of the adaptive skills. Individuals need to have an appreciation for work and to know how to work, how to get along with people, and how to understand and adapt to routine.
4. Individuals need opportunities to study the world of work. Emphasis needs to be given to the integrity of various occupational endeavors and to the acceptance of the worth of the individual. Opportunities need to be provided for occupational exploration, for work involvement, and for the acquisition of knowledge about occupations and occupational changes and adaptations.
5. Individuals need the realization of some successful experiences. This can be achieved by more effective self-understanding at all levels and especially at the lower levels with realistic occupational choices. Students with better self understandings of motives, capabilities, interests and potentials should be able to make more realistic and satisfying occupational decisions.
6. Relationships among students, teachers and staff need to be developed to promote understanding, acceptance, self-development, and personal worth and recognition. Persons with special needs should be sought out and assisted through individualized programs (learning situations) to meet the specific needs of the individual.
7. Educational programs for potential dropouts should be extended to "off campus" situations where individuals can be assisted in understanding

and appreciating the world of work. Personal interest in and assistance to students at home, at work, at avocational endeavors, and generally in the out-of-school situation would be desirable.

The special needs and activities described above, require that attention be given to personnel to implement programs.

1. Persons with special understanding of and sensitivity to individual differences in capabilities, understandings, potentials, etc., need to be selected as teachers and counselors.
2. For "special need" students, personnel need to be selected who have an appreciation of —if not firsthand knowledge of—their special requirements.
3. Teachers and counselors need to be selected who can work cooperatively in the structuring and implementation of programs to train students in the world of work and supportive endeavors.

Special consideration was given to the image of vocational education. It was felt that the public image of vocational education programs and various aspects of the world of work could be improved by:

1. Establishing proper understanding and appreciation for all occupational endeavors.
2. Providing information and enlightened interpretation to parents, employers, unions, and lay citizens concerning vocational education objectives and programs.
3. Developing more realistic understandings on the part of parents and other adults regarding the total picture of employment, job patterns, and job requirements.

The discussion of the kinds of training (and selection) required for the preparation of workers deemed necessary to provide effective vocational guidance at all levels of education, and at the various socioeconomic levels is based on the following general premises.

1. Counseling at all levels has generally operated with an essentially middle-class orientation. The less advantaged students have largely ceased to care or left the school before any organized attempts at vocational guidance by either group or individual approaches have been begun. Most consumers of the traditional offerings have been students from the more advantaged segments of society.
2. All students at every level of education need effective orientation to the world of work and enlightened vocational guidance.
3. The vast majority of teachers and counselors in the schools, and of students moving into the fields of teaching and counseling, lack adequate information about the world of work and emphatic understanding of what it means to earn one's living in occupations unlike their own.

The training (and selection) of personnel to provide for varied aspects of occupational orientation and vocational guidance involves three categories of people. Persons selected for all three classes of guidance work would be distinguished by concern and sensitivity and by self actualization sufficient to permit working closely with others while avoiding emotional entanglement.

1. The first, and perhaps largest, group of guidance personnel are professional counselors in the schools and colleges. Task Group V was concerned with both the pre-service preparation of counselor candidates and the in-service education of persons already active in the field. Suggested enhancements to contemporary counselor preparation and professional competence would involve both the broadening of knowledge about the rapidly changing and somewhat unpredictable world of work and the deepening of understanding of what it means to work in the non-academic fields of employment. The specific recommendations for improvement of the preparation and in-service advancement of counselors in the area of vocational guidance are:
   - A. There should be greater emphasis on occupational orientation, vocational guidance, and vocational counseling in the basic preparation of counselors at all levels.
   - B. The practicums should include considerable specific emphasis upon gaining information about the world of work, participating in it, and counseling within vocational situations. These experiences could be built into practicums for both the minimal preparation of counselors and second-year programs designed to extend the competence of people who have been trained at the one-year level.
   - C. A promising approach to the further preparation of counselors already on the job would be paid work experience programs offered by business and industry. These programs have been functioning in a limited fashion for many years but could be vastly extended with proper planning. The opportunity is limited only by lack of energy and ingenuity on the part of counselors, counselor educators, and counselor organizations. Mr. Don Bastemeyer stated that the building trades in Omaha, Nebraska would welcome this sort of arrangement. Mr. Karl Kunze, in an address to this Seminar, said that his industry could provide many more such experiences than are actually requested by the counseling profession.
2. The second category of training applied to cooperative personnel from other professional fields. Task Group V agreed that these resource people—social workers, psychiatrists, sociologists, anthropologists, clinical psychologists, economists, physicians, and others—should be exposed to training in the area of vocational guidance and counseling. An excellent way to accomplish this would be through use of the case study method with the focus on vocational-educational needs and problems rather than on the usual personal-social problems.
3. The third category of training involves the selection and preparation of sub-professional personnel who could mightily increase the effectiveness of professional guidance and

counseling workers through outreach into the community, and through other channels. In general, all such persons should meet the broad standards of selection in terms of personal characteristics which were stated earlier in this report. These sub-professional guidance workers, obviously necessary at present if an adequate job is to be done, might be drawn from many sources. Among them are:

A. VISTA enrollees assigned to school districts
B. Teacher aides employed under Title I of ESEA
C. Housewives and retired persons
D. Volunteers from colleges and universities
E. Counselor aides supplied by local school funds

Task Group V agreed that these sub-professional workers should never be used without some training and an adequate program of professional supervision. Selection, training, and assignment would vary from situation to situation. Hence, no formal and specific ground rules are presented. In this report, sub-professional personnel are considered to be under the direction of professionals in guidance and counseling who are operating from the base of a school district and dealing with superior students, average students, predropouts and actual dropouts. Maximal communication with such agencies as the Neighborhood Youth Corps, the Job Corps, Community Action Programs, and Work-Study Programs would be mandatory.

The Group discussed use of these workers at various levels of education and in varied situations. Reasonable agreement was reached with respect to the thought that outreach programs would be most useful with the less-advantaged populations of the schools. Therefore, if and when possible, outreach personnel should be recruited from persons who had experienced or learned to comprehend truly the subcultural pressures of this country. Very careful selection must be made of subprofessional workers who would carry job information and measurement feed-back to potential or actual dropouts in their own subcommunities.

With the more advantaged students, on the other hand, the same sort of outreach would not seem likely to be effective. The function of subprofessional personnel in middle-class and upper-middle-class settings would be to assist in all possible ways with the improving and developing program of vocational guidance. Only persons supported by local or state taxes or unpaid volunteers could undertake such a mission since most Federal aid of this sort is designated for use with disadvantaged citizens. Still, there is a need to reach all pupils in the schools with extended programs of vocational guidance. The sub-professional guidance workers could make such contributions as:

A. Gathering, filing, and providing information about jobs
B. Assisting with group guidance projects
C. Helping with programs of assessment
D. Preparing special vocational guidance materials
E. Presenting films and other audio-visual materials to interested community groups such as women's clubs, service clubs, and churches

In the discussion of resources, certain basic principles were identified:

1. There are numerous resources available to the coun-

selor and the counselor educator which they fail to use. We need to identify these resources and train in their use.

2. We need to classify resources in a manner to make them identifiable and usable. Probably the best classification system is a functional one (e.g. Informational Resources, Referral Resources and "Energy" Resources).
3. We need to consider resources both for local guidance programs and for counselor education. These are not always the same and may not be used in the same manner.
4. Resources become resources only as they are used.
5. Adequate use of resources, at either the local or the counselor education level, can greatly enhance services provided within a limited budget.
6. Counselor educators and counselors need not only to identify the new and innovative, they also need to communicate so that each gets ideas that have worked elsewhere but are new to the program in question. In addition, however, we need to be on the lookout for the completely new (e.g. computerized resources, gaming techniques, etc.)—ready to identify and use resource ideas that will work in typical situations or with special groups or problems.

Recognizing that they would be examples only, Group V discussed some of the resources available to guidance and to counselor education. This discussion included some specifics and some clues to the identification of resources.

Federal and state agencies and programs were identified as major resources and several were discussed in some detail:

1. Vocational Education can contribute many things, including information, staff participation, funds for special projects, research and publication, etc.
2. Guidance Services can be called on to keep counselor educators posted on new and available resources; to provide staff to work with counselors in training or to cooperate in in-service training programs; to provide research and evaluation services, publications, etc.
3. It was recommended that the newly organized regional offices of the USOE be urged to serve as a clearing house and communicator to counselor educators and state supervisors—to serve as a resource information center.
4. USES and the State Employment Services were discussed as having much to contribute.
5. CAMPS (Cooperative Area Manpower Program Services), a new training coordination service was discussed, with some concern being expressed.
6. ERIC should grow in effectiveness as a resource. Some more adequate means need to be developed to disseminate abstracts of what is available through ERIC, particularly at Ohio State University (Vocational Education) and the University of Michigan (Guidance).
7. Vocational Rehabilitation has services and funds to offer which are unknown or unused by too many guidance workers and counselor educators.

No attempt was made to list resources from non-governmental agencies, yet it was recognized that many key resources for guidance and counselor education come from non-governmental sources. Some ideas discussed in this connection include the following:

1. In-school as well as out-of-school resources need to be identified and used. (Other pupil personnel services, audiovisual and other specialists, teachers, etc.)
2. Do not just look to the professionals; most human resources will be non-guidance trained, lay people and those experienced in many other fields.
3. Business, industry, and labor have much to offer by way of information, opportunities for exploratory experiences, and energy to apply on guidance projects.

The group discussed resources which are needed but not currently available or not in adequate supply. Examples included:

1. Local, county, or state lists (directories) of resources
2. Abstracts of new projects or programs—available either routinely or upon request by topic (or both)
3. More awareness of the types of hardware that are becoming available—and what needs to be done to acquire adequate input data to make it useful
4. Research coordinating services in vocational guidance
5. Some states need intermediate service units between local schools and the State Department of Education, to provide vocational guidance and other services not now available in smaller systems.
6. We need to know what has been tried and has not worked.
7. We need more and more resources to help us do the special kinds of things that are being initiated through some of the innovative programs now under way and are being found valuable.

One of the important by-product values of the use of resources is that of improved public relations. Any community or agency or individual that is actively involved in some guidance related project is actively interested in youth and in education.

One of the keys to the adequate use of resources in any school system or counselor education institution is staff continuity. Many programs which fail, do so because of staff turnover.

SEMINAR PARTICIPANTS

Robert Allison, Counselor, Riley High School, 455 E. Ewing, South Bend, Indiana

Dale Anderson, Assistant Professor of Education, Department of Education, Washington State University, Pullman, Washington, 99163

Louis H. Anderson, Manpower, Specialist, Manpower Development and Training, Department of Health, Education, and Welfare 7th and D Streets, N.W. Washington, D. C. 20202

John Baca, Director of Admissions, Albuquerque Technical and Vocational Institute, 525 Buena Vista, S.E., Albuquerque, New Mexico

John A. Bailey, Counselor Educator, University of Nevada, Reno, Nevada 89507

Don Bastemeyer, Omaha Corporation, District Council, 1821 California Street, Omaha, Nebraska

James Bishop, State Supervisor of Vocational Counseling, State Office Building, Room 607, Alabama State Department of Education, Montgomery, Alabama 36104

Gene Bottoms, Associate State Director of Leadership and Guidance, State Department of Education, Atlanta, Georgia 30334

Duane Brown, Assistant Professor, Room 220, Curtiss Hall, Iowa State University, Ames, Iowa 50010

Lowell Burkett, Executive Director, AVA, 1025 15th Street, N.W., Washington, D. C. 2005

Dolph Camp, Program Officer, Pupil Personnel Services, U.S. Office of Education, Region VII, 1114 Commerce Street, Dallas, Texas 75202

Neil Carey, Supervisor of Vocational Guidance, State Department of Education, 600 Wyndhurst Avenue, Baltimore, Maryland 21210

Lee Chapman, Educational Representative, International Association of Machinists, 1149 West Monroe Street, Springfield, Illinois 62704

Siegfried C. Dietz, Assistant Professor, Department of Education, Psychology and Guidance, University of Tennessee, Knoxville, Tennessee 37916

Willis Dugan, Executive Director, American Personnel and Guidance Association, 1605 New Hampshire Avenue, N.W., Washington, D. C. 20009

Don Duncan, Program Director of Counselor Education, Oregon College of Education, Monmouth, Oregon 97361

Everett Eiken, Director of Counselor Education, Psychology Department, Winona State College, Winona, Minnesota 55987

Royal Embree, Professor of Educational Psychology, V Hall, Room 101A, University of Texas, Austin, Texas 78712

Walter O. Faulkner, State Office Building, State Street, State Department of Education, Montpelier, Vermont 05602

Paul Fitzgerald, Director, Pupil Personnel, State Department of Education, Tallahassee, Florida 32304

Donald Forrest, Assistant Professor, 35 Education Hall, University of Wyoming, Laramie, Wyoming 82070

Charles G. Foster, Director, Guidance Services, State Department of Education, Jefferson City, Missouri 65101

Arnold Freitag, Consultant, Vocational Guidance, Florida State Department of Education, Tallahassee, Florida 32303

Donald L. Frick, Associate Professor of Education, Colorado State University, Fort Collins, Colorado 80521

Robert Hage, Director, Counseling Center, University of Alaska, College, Alaska 99701

Raymond Henjum, Assistant Professor, Montana State University, Bozeman, Montana 59715

Robert P. Hopkins, Chairman, Department of Guidance and Personnel Services, School of Education, University of Hartford, West Hartford, Connecticut 06117

Hugh Houghton, School of Education, State University of New York at Brockport, Brockport, New York

Wellborn Hudson, Associate Professor of Education, School of Education, University of South Dakota, Vermillion, South Dakota 57069

Ralph Iverson, Vice President for Student Services, Stout State University, Menomonie, Wisconsin 54751

Hermine Jeremias, The School District of Philadelphia, 21st Street and the Parkway, Philadelphia, Pennsylvania 19103

Delbert R. Jerome, State Supervisor of Vocational Guidance, Arizona State Department of Public Instruction, Phoenix, Arizona 85013

Herbert E. Kaiser, Assistant Professor of Education, College of Education, Holton Hall, Kansas State University, Manhattan, Kansas 66502

Bernard A. Kaplan, New Jersey State Department of Education, 225 West State Street, P.O. Box 2019, Trenton, New Jersey 08625

Harold Kozuma, State Officer, Department of Education, Box 2360, Honolulu, Hawaii 96804

Karl Kunze, Manager, Training and Management Development, Lockheed-California Company, Burbank, California

Pat Lawlor, American Personnel and Guidance Association, 1605 New Hampshire Avenue, N.W., Washington, D. C. 20009

Clifford R. LeBlanc, Assistant Professor of Education, College of Education, Norman Hall, University of Florida, Gainesville, Florida

Phelon J. Malouf, Associate Professor of Educational Psychology, University of Utah, Salt Lake City, Utah 84112

William H. McCreary, Chief, Bureau of Pupil Personnel Services, California State Department of Education, 721 Capital Mall, Sacramento, California 95814

Richard Melloh, Assistant Professor of Education, Indiana University, Bloomington, Indiana 47401

Carroll Miller, Professor of Education, Northern Illinois University, DeKalb, Illinois 60115

Francis Morin, Director of Guidance, Salem High School, Salem, New Hampshire 03709

John G. Odgers, Director, Division of Guidance and Testing, State Department of Education, 751 Northwest Boulevard, Columbus, Ohio 43212

Curtis Phipps, Associate Professor of Vocational Education, 46 Dickey Hall, University of Kentucky, Lexington, Kentucky 40500

Anne S. Pruitt, Assistant Professor of Education, Department of Education, Case Western Reserve University, Cleveland, Ohio 44106

Harold J. Reed, Project Director, National Planning Association, 1424 16th Street, N.W., Washington, D. C. 20036

Fred G. Rhodes, Professor of Education, Guidance Department, California State College at Los Angeles, 5151 State College Drive, Los Angeles, California 90032

Warren Rhodes, Consultant, Educational Relations, General Electric Company, P.O. Box 151, Ossining, New York 10562

Ila Rooks, Assistant Professor, College of Education, 212 Baldwin Hall, University of Georgia, Athens, Georgia 30601

Eldon Ruff, Coordinator of Guidance Services, South Bend Community School Corporation, South Bend, Indiana 46601

Charles W. Ryan, 114 College of Education, University of Maine, Orono, Maine 04473

John Seymour, Associate Professor of Counseling and Guidance, University of Alabama, Box 5431, University, Alabama 35486

Frank L. Sievers, Principal Specialist, Office of Education, 400 Maryland Avenue, S.W., Washington, D. C. 20202

George Small, Professor of Education, Lorton Hall, Tulsa University, Tulsa, Oklahoma 74114

George L. Spinelli, Chairman, Department of Counseling and Guidance, Indiana University of Pennsylvania, Indiana, Pennsylvania 15701

James A. Sorensen, Counselor Educator, Creighton Counseling Center, Omaha, Nebraska 68131

J. Lewis Stevens, Guidance and Vocational Counselor, Spokane Community College, 3403 E. Mission Avenue, Spokane, Washington 99202

Edward Stormer, Coordinator, Department of Counseling and Guidance, Ogleboy Hall, West Virginia University, Morgantown, West Virginia 26506

Merle Strong, Division of Vocational and Technical Education, U.S. Office of Education, 7th and D Streets, S.W. Room 6002, Washington, D. C. 20202

Thomas Sweeney, Associate Professor of Education, University of South Carolina, Columbia, South Carolina 29208

Jeanette E. Tamagini, Assistant Professor of Counselor Education, Rhode Island College, Providence, Rhode Island 02908

Forest Tate, Director, Testing and Counseling Center, 901 South National, Southwest Missouri State College, Springfield, Missouri 65802

John Teigland, Assistant Professor of Education, North Dakota State University, Fargo, North Dakota 58102

Ray Thompson, Associate Professor, Box 656, North Carolina College at Durham, Durham, North Carolina 27701

Edward J. Thomsen, Associate Director, Iowa Union Rehabilitation Project, Des Moines, Iowa 50309

Walter Ulrich, Acting Director, Vocational and Technical Education, Utah State Board of Education, 136 E. South Temple, Salt Lake City, Utah 84111

Sam Valla, Associate Professor, Morris Avenue, Newark State College, Union, New Jersey 07083

Kenneth W. Wegner, Associate Professor, School of Education, Boston College, Chestnut Hill, Massachusetts 02167

Robert A. Williams, Director of Guidance, Oakland Schools, Campus Drive, Pontiac, Michigan 48053

Richard Wootton, President-elect ASCA, Brigham Young University, Provo, Utah 84601

Seminar Staff:

Director—Norman C. Gysbers, University of Missouri

Assistant Director—Joseph A. Johnston, University of Missouri

Program Chairman—John L. Ferguson, University of Missouri

Seminar Proceedings Editor—Leeman C. Joslin, University of Alabama

Task Group Leaders

Raymond Ehrle, University of Maryland

Kenneth B. Hoyt, University of Iowa

Paul F. Munger, University of Indiana

W. Wesley Tennyson, University of Minnesota

Frank E. Wellman, University of Missouri

Executive Planning Committee

Lowell A. Burkett, Executive Director, AVA

Willis E. Dugan, Executive Director, APGA

Merle E. Strong, Division of Vocational and Technical Education, Washington, D.C.